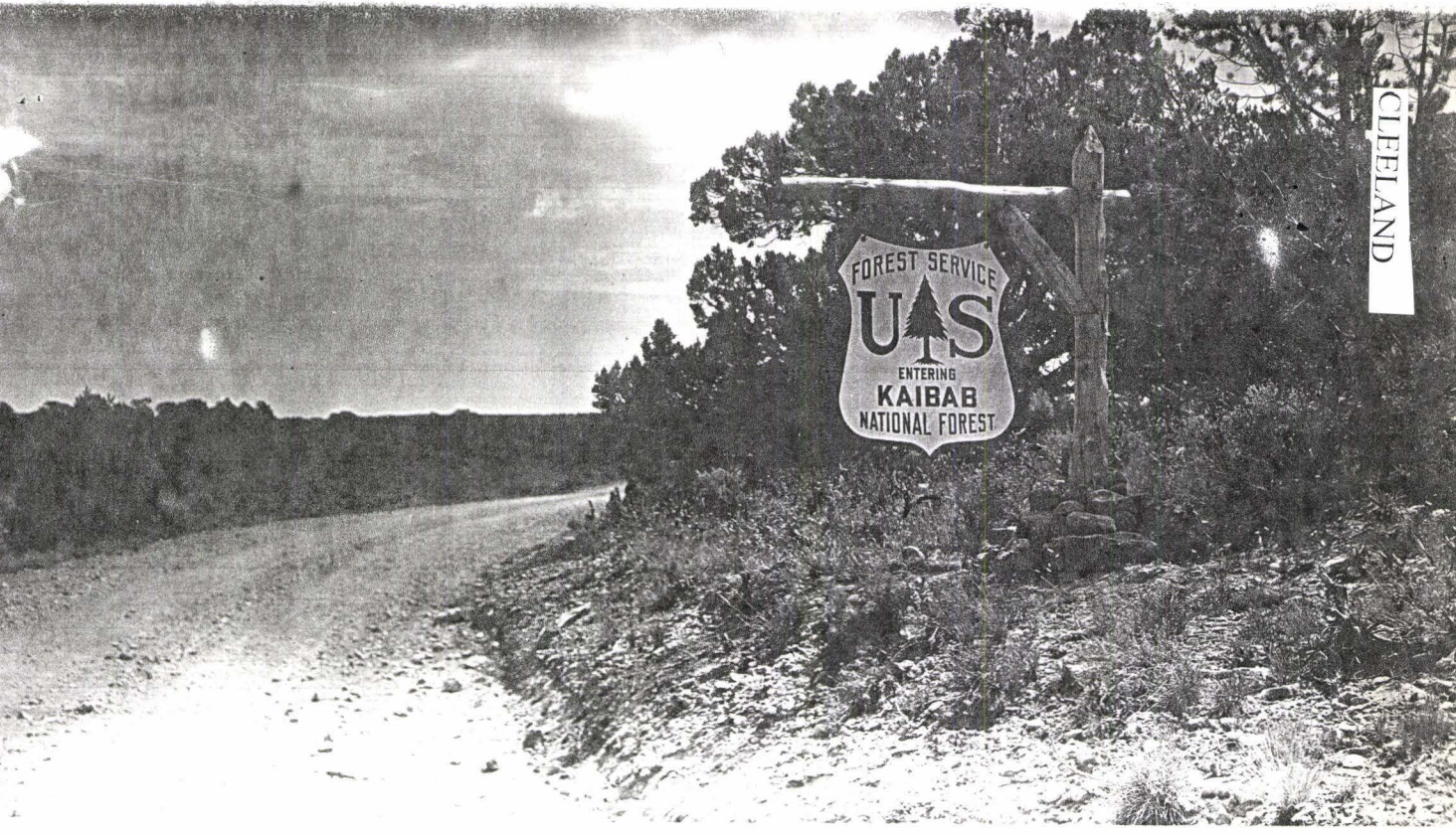

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HISTORIC TRAILS: OPPORTUNITIES FOR RECREATION AND INTERPRETATION

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Clemson Class of 1990

May 31, 1991 - Final Copy

This paper was prepared as a student project in partial fulfillment of the requirements of the Professional Development for Outdoor Recreation Management Program at Clemson University. It in no way reflects USDA Forest Service policy nor are the opinions expressed those of anyone other than the author.

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Historic Trails: Opportunities for Recreation and Interpretation

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ABSTRACT

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TITLE: Historic Trails: Opportunities for Recreation and Interpretation

ABSTRACT: This paper presents the unique opportunities and constraints of developing historic travelways into recreational trails. Historic resources on the Kaibab National Forest with potential to be developed into trails are identified. Three case studies are chosen to illustrate the paper's concepts: Beale Wagon Road (1859), Overland Road (1863), and US Route 66 (circa 1926). The National Trails System Act, the National Historic Preservation Act, and the Route 66 Study Act are outlined. Planning is discussed in terms of recreation trends, NEPA, NFMA, ROS, and interpretion. Numerous documents relating to the topic are attached as appendices.

Keywords: trails, historic, planning, interpretation, recreation opportunity spectrum, integrated resource management, legislation, trends, cultural resource management

EXECUTIVE SUMMARY

TITLE: Historic Trails: Opportunities for Recreation and Interpretation

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SUMMARY: Historic trails present unique opportunities for recreation and interpretation. By developing historic pathways into modern day trails, visitors can literally walk in history's footsteps while they ponder the past and perceive the present. But historic trails can also present management concerns. Fixed on the landscape, their location cannot be chosen for aesthetics, convenience, or other recreation related factors. Cultural resource management laws and regulations require their protection.

This paper focuses on these and other considerations using case studies from the Kaibab National Forest in northern Arizona. Historic routes with potential to be developed into recreational trails are identified. Three case studies form the basis for subsequent discussion: Beale Wagon Road (circa 1859); Overland Road (circa 1863); and Route 66 (circa 1926).

Recreation trends, both national and local, reveal that "heritage recreation" is becoming increasingly popular. Surveys indicate that a substantial market for historic trails already exists and will increase in the future. This paper will aid planners who contemplate developing historic trails. Relevant legislation is outlined, including the National Trails System Act, the National Historic Preservation Act, and the Route 66 Study Act. The planning process for developing historic trails is discussed, including the principles of NEPA, NFMA, Integrated Resource Management, the Recreation Opportunity Spectrum, and interpretation. Management objectives for two trails are then presented.

Numerous documents relating to the case studies are attached as appendices that could prove useful to planners. These documents include legislation, sample National Register forms, a cultural resource compliance report and correspondence for a historic trail, documents resulting from interdisciplinary team planning for historic trails, the Southwestern Region cultural resources interpretive action plan, trail interpetive proposals, trail logos, proposed interpretive signs, and brochures.

This paper is targeted toward individuals in Federal agencies who are interested in developing historic trails for recreational use. It presents recreation development concepts to cultural resource management personnel and historic site management concepts to recreation personnel. It is meant to be an "off the shelf" reference to answer questions about the various aspects of developing historic trails.

ACKNOWLEDGEMENTS

This paper could not have been written without the assistance of many individuals. The Forest Service's commitment to the National Recreation Strategy and Windows on the Past initiatives has opened to door to exciting opportunities, not only for recreationists, but also for employees eager to try out new ideas. The staff of the Kaibab National Forest has provided a nurturing atmosphere for this archeologist, who often had more enthusiasm than knowledge for developing the projects presented here.

I would particularly like to thank Recreation and Lands Staff Officer R. Dennis Lund, who saw to it that I attend the Clemson University Recreation Short Course; and Forest Archeologist John A. Hanson, my friend and mentor, for their support, advice, good humor, and understanding through the years. John Hanson and Assistant Recreation and Lands Staff Officer Tom Gillett reviewed portions of this paper and provided valuable comments. Dawson Henderson of Recreative Ink designed several maps and illustrations with his usual mastery. Finally, I wish to thank my husband, Larry Lesko, for enduring too many lonely weekends without complaint. I couldn't have done it without you.

Wise Use of
Your Natural
Resources

This paper is dedicated to the National Forest System Centennial
and the conservation ideals it represents

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Chapter 1

INTRODUCTION

Historic trails present unique opportunities for recreation and interpretation. By developing historic pathways into modern day trails, visitors can literally walk in history's footsteps as they ponder the past and perceive the present. But historic trails can also present management concerns. Fixed on the landscape, their location cannot be chosen for aesthetics, convenience, or other recreation related factors. They also warrant protection under cultural resource management laws and regulations.

This paper will focus on these considerations using case studies from the Kaibab National Forest in northern Arizona. The objectives are as follows:

1) Identify historic routes on the Forest with the potential to be developed into recreational trails, including case studies to be used in this paper.

2) Identify and discuss special legislation relative to developing historic trails.

3) Discuss the forest planning process as it relates to historic trails.

4) Discuss the Recreation Opportunity Spectrum and interpretive planning as applied to historic trails.

5) Apply the above considerations to developing management objectives for historic trails.

This paper will serve as a reference for Federal agency managers who are interested in the recreation opportunities and management concerns of developing historic trails. It presents recreation development concepts to cultural resource personnel and historic site management concepts to recreation personnel.

This subject is worth examining because relatively little work has been accomplished in this area. Recreation and cultural resource personnel have generally gone about their work separately. This paper provides integration of the two functions, and could be useful to others who are interested in developing similar "windows on the past." The Kaibab National Forest has already begun planning for several historic trails.

Literature Review

Many different sources, primarily government documents, were perused as part of this study. They fall into three broad categories: historical studies, recreation management reports and articles, and planning documents. Historical studies (Bowman and Smith 1978; Byrkit 1988; Cleeland 1988; Coker 1978; among others) provided information on individual resources that could be suitable for development into historic trails. Monographs, articles, and class notes on recreation management were provided as part of the Clemson University Recreation Short Course. The Arizona Statewide Comprehensive Outdoor

Recreation Plan (SCORP 1989) was an invaluable source for gauging recreation trends in Arizona. Planning documents (such as National Park Service 1986 and 1990; Clearwater National Forest 1990; Bureau of Land Management 1988; and various internal USFS monographs) were valuable resources.

The Kaibab National Forest: Physical, Historical, and Social Context

The Physical Setting

The Kaibab National Forest is located on the southwestern edge of the high Colorado Plateaus in north-central Arizona (map 1). It surrounds one of the most remarkable geologic features in the world: Grand Canyon. The character of the Kaibab's landscape is far different than the stark chasm, however. The gently rolling land of sedimentary limestone is punctuated by volcanic mountain peaks and cinder cones. These volcanic features covered much of the land with basalt rock. Elevations of the forest range from a low of about 5,500 feet to 10,418 feet at the summit of Kendrick Mountain. The Mogollon Rim, a steep escarpment that defines the southwest corner of the Colorado Plateaus, is another prominent geologic feature. The relatively flat Kaibab Plateau, north of Grand Canyon, is comprised of sedimentary limestone.

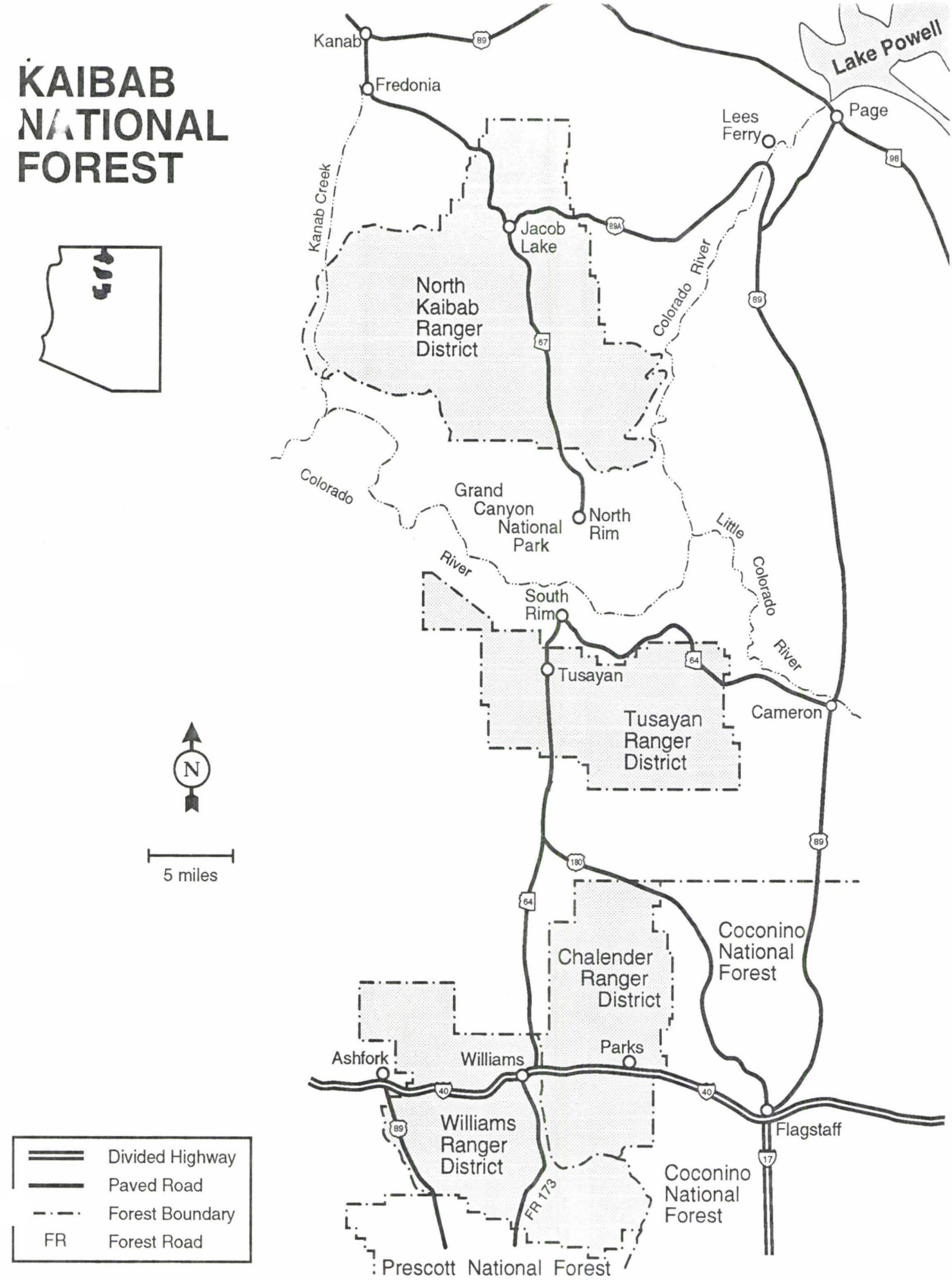
Not surprisingly, evergreen trees dominate the Kaibab National Forest. Some Douglas fir and spruce trees are found at higher elevations, while large belts of pinon and juniper occur at lower elevations. Ponderosa pines predominate, however, and those on the Kaibab are part of the largest continuous stand of ponderosa pine forest in the United States.

North-central Arizona enjoys all four seasons. Summer temperatures vary from about 50° at night to about 90° during the day. Winter readings may range from a low of -5° at night to a high of 45° by midday. Annual precipitation is about 15-18 inches, nearly equally divided between summer rain and winter snow. Consequently, the climate is rather arid. The Kaibab has only one small permanent stream, located on the North Kaibab Ranger District, and lakes are all human-made.

A Brief History

The historic period on the Kaibab National Forest begins with Spanish expeditions from New Spain (later Mexico) in the 16th, 17th, and 18th centuries. The explorers and missionaries traveled to their northern frontier, seeking mineral wealth and souls to convert. As the area contained little of either resource, the Spanish did not remain long, nor did they leave trace of their passage. In 1821, Mexico won independence from Spain, but it continued to ignore the far northern frontier, which included land that would one day become the Kaibab National Forest.

After the United States won the southwest from Mexico in 1848, exploration and settlement began in earnest. In the 1850s, Congress funded several expeditions to the region, primarily to assess the area's resources and to locate transcontinental transportation routes. The 35th parallel of latitude, along



Map 1. The Kaibab National Forest in North-Central Arizona.

which they traveled, had been a trail route used for centuries by aboriginal peoples. It eventually became a major transportation corridor. Notable surveys of the era included those by Sitgreaves in 1851, Whipple in 1853, and Beale in 1857 and 1858-59. Their blazed pathways became first a wagon road, then a transcontinental railroad, followed by Route 66 and today's Interstate 40.

The transportation routes along the 35th parallel opened the way to settlement. After 1860, farmers, ranchers, and loggers moved into the area. The town of Williams grew up along the railroad, which had started a boom in the lumber industry that continued for decades.

In 1901, the Grand Canyon Railroad was completed between Williams and the South Rim of Grand Canyon. It facilitated development of ranching, copper mining, and logging in the area. Grand Canyon tourism had been important since the 1880s, when horse drawn stage lines ran overland 60 to 90 miles from railheads at Ash Fork, Williams, and Flagstaff.

The more remote North Rim of Grand Canyon was not explored until the 1870s, when John Wesley Powell led a topographical survey and mapping project there. Ranchers, many of them Mormon, moved into the area from Utah in the late 1870s, and ranching continues to be an important economic pursuit in the region today. Inadequate transportation routes precluded large-scale exploitation of the area's vast timber reserves until the 1940s. The timber industry is a major employer today. Tourists have enjoyed the forests of the Kaibab Plateau and the North Rim of Grand Canyon since about the 1870s.

Widely scattered water sources, an inadequate farming environment, and the popularity of ranching resulted in a dispersed settlement pattern throughout the region. This settlement pattern was largely locked into place when the area became the Grand Canyon Forest Reserve in 1893. Federal control increased with establishment of the San Francisco Mountain Forest Reserve in 1898. The Forest Service took active control over the lands in 1905. By 1910, the forest north of the Grand Canyon was known as the Kaibab National Forest, while the lands south became the Tusayan National Forest. Both forests were reduced in size when Grand Canyon National Park was established in 1919. Finally, in 1934, the Tusayan and Kaibab National Forests were consolidated. Now known as the Kaibab National Forest, it is divided into four ranger districts: North Kaibab, north of Grand Canyon; Tusayan, adjacent to the Grand Canyon's south rim; and Williams and Chalender, which surround the Kaibab's headquarters city, Williams. The Kaibab National Forest administers over 1.5 million acres of land.

The Forest Service gradually regulated the various activities within its boundaries and introduced the concept of planned multiple use. Ranger stations, lookout towers, and other administrative sites were built throughout the forest. The Civilian Conservation Corps built several of these in the 1930s. They also built roads, dams, recreation sites, and completed several resource management projects. Lumbering, ranching, and recreation continue to be important activities on the Kaibab National Forest today.

The Social Setting

The area around the Kaibab National Forest remains relatively sparsely populated. The surrounding communities include the Kaibab's headquarters city, Williams (pop. 2,600), Ash Fork (pop. 540), Chino Valley (pop. 5,020), Prescott (pop. 25,000), Tusayan and Grand Canyon (seasonal population: winter, approx. 600; summer, approx. 2,000), Flagstaff (pop. 43,800), Page (pop. 7,300), Fredonia (pop. 1,400), and Kanab, Utah (pop. 6,000). The largest city in the area, Flagstaff, 30 miles east of Williams, is home of Northern Arizona University. Williams is about a three hour drive from the Phoenix metropolitan area. Everyone who visits Grand Canyon National Park passes through the Kaibab National Forest. In 1990, that totaled over 3 million people. The tourism industry is the largest employer in Williams, which caters to travelers visiting Grand Canyon and the surrounding Kaibab National Forest.

Chapter 2

TRENDS

The Forest Service has come a long way since 1905. The first official manual for forest rangers devoted only three sentences to the topic of recreation:

> Quite incidentally, also, the National Forests serve a good purpose as great playgrounds for the people. They are used more or less every year by campers, hunters, fishermen, and thousands of pleasure seekers from the near-by towns. They are great recreation grounds for a very large part of the people of the West, and their value in this respect is well worth considering (USDA 1907).

Worth considering, indeed. Today, National Forests are the nation's major provider of outdoor recreation. But do they provide the kinds of activities that recreationists want? Recreation planners must remember that the recreationist's needs and desires are the most important aspect of the planning process. After all, investments are made for the user, not the planner. How can managers anticipate the mix of recreational opportunities that will be demanded tomorrow? Demographic and marketing studies should be an integral part of the planning process.

People have less leisure time today than they did in the past. Between 1973 and 1988, leisure time decreased 37 percent. This phenomenon has led to a trend of increased, but shorter, visits to recreation areas. The 2- or 3-week vacation has been transformed into more numerous weekend or day trips. The median distance traveled for day trips is 25 miles; for weekend trips, 130 miles (Cordell and others, 1989: 27). Active recreational activities have become more popular in recent years. Walking or driving for pleasure, sightseeing, picnicking, visiting historic sites, bicycling, and camping are among the activities that Americans most enjoy participating in (Cordell and others, 1989: 33).

Perhaps a more accurate measure of recreation trends relative to the Kaibab National Forest can be found in the Arizona Statewide Comprehensive Outdoor Recreation Plan (SCORP). Interestingly, Arizona citizens mirror the national trend reflected in the study by Cordell (1989). Leisure time has decreased. The population is aging and becoming more urbanized. Shorter trips closer to home are the trend. Among the top ten activities for Arizonans are hiking or walking for pleasure, picnicking, driving for pleasure or sightseeing, visiting historical or archeological sites or monuments, and bicycling (SCORP 1989: 99).

Many other trends were noted in the Arizona SCORP. Of interest to this study are the following: projected visitor use of the Kaibab National Forest is expected to more than double during the next 40 years; the Forest Service is increasing funding for trails, improving the status of recreation within the multiple use "mix", and increasingly relying on the Recreation Opportunity Spectrum (ROS) to help balance competing users; finally, archeological sites have suffered increased vandalism in remote areas (SCORP 1989: 138-9, 164-5).

Northern Arizona University recently conducted a survey among Flagstaff residents regarding their recreational use of the Coconino National Forest (Combrink 1991). The data are relevant to Kaibab National Forest planners because the two forests are adjacent to each other and Flagstaff is the nearest large population center, only about 10 miles away from the eastern forest boundary. The survey revealed that 89.3 percent of the respondents used the National Forest for recreation in the past year, and of these, 95 percent used the Forest more than twice a year. Among the most popular summer recreational activities are: day hiking (75.2%), driving paved roads (73.8%), driving primitive roads (71.4%), viewing wildlife (63.3%), backpacking/camping (39.3%), bicycling on paved roads (29.4%), mountain biking (25.5%), and horseback riding (25.5%).

The survey also asked about educational programs. A majority (67.8%) of respondents indicated that they had already or would like to visit Indian ruins. The survey did not differentiate between Indian ruins administered by the National Park Service, the Bureau of Land Management, or the Forest Service; nor did it ask the respondents about visiting historic sites.

Motivations for recreating in the Forest were also investigated. An overwhelming majority of respondents go to see the scenery (88.1%), enjoy the peace and quiet (86.7%), or wish to be in an outdoor setting (82.6%). Fewer people used the Forest to develop outdoor skills and abilities (52.8%).

Most respondents indicated that the distance traveled is an important factor in their desire to recreate in the Forest; 66.8 percent felt that it was slightly or moderately important, and 18.5 percent felt it was very important. Unfortunately, the survey did not ask <u>why</u> or <u>how</u> distance was important. However, this information combined with the relatively low responses on backpacking and camping may indicate that Flagstaff residents most often make use of the Forest for day time or short time span activities rather than overnight (Combrink 1991: 25).

Overall, the study showed that National Forests are important to Flagstaff residents' quality of life and that a variety of recreational activities are carried out in forested settings (Combrink 1991: 53). This study has some relevance to the Kaibab National Forest, although it would be useful to conduct a study specific to the Forest.

The Arizona Trails Plan (ATP), a component of SCORP, predicts that as population in Arizona increases, trail use and demands will also increase. It recommends that new corridors for trail expansion be investigated, including historic routes. Concomitant with increasing demands are new technologies, such as mountain bicycles and all terrain vehicles, which will complicate the social, environmental, and management settings in which trail recreation takes place (ATP 1989: 7, 18).

The SCORP document points out that "trends are not destiny! They can be changed through leadership. The SCORP process provides the opportunity to identify what the desirable future involves; to determine which trends can and should be redirected; to prepare a plan to respond to probable future conditions; and, most promising of all, to set new trends in motion" (1989: 222).

Developing historic trails on the Kaibab National Forest will satisfy several demands that are reflected in statewide and local trends, including the provision of additional opportunities for hiking, picnicking, sightseeing, historic site viewing, driving for pleasure, and bicycling. Careful application of the Recreation Opportunity Spectrum can not only provide a wide mix of opportunities on the same historic corridor, but also separate user groups that could potentially be in conflict. A trend that needs to be redirected is the phenomonen of increasing vandalism at archeological sites. These considerations are discussed in greater detail in other chapters.

Chapter 3

HISTORIC TRAILS

A great many trails that were originally developed for recreational use are now considered historic by virtue of their age and significance. Among the latter are the Appalachian Trail in the eastern United States and the Bright Angel Trail in Grand Canyon. This paper is not concerned with such trails. It focuses on historically significant abandoned pathways that hold potential for development into recreational trails. These pathways could include old wagon roads, railroad lines, footpaths, and even highways. They are being resurrected from obscurity for conversion from one use--transportation, into another--recreation. They provide opportunities for physical activity while stimulating a curiosity for the past. Historic trails need to be developed to meet the desires of people seeking "heritage recreation."

Historic Trails on the Kaibab National Forest

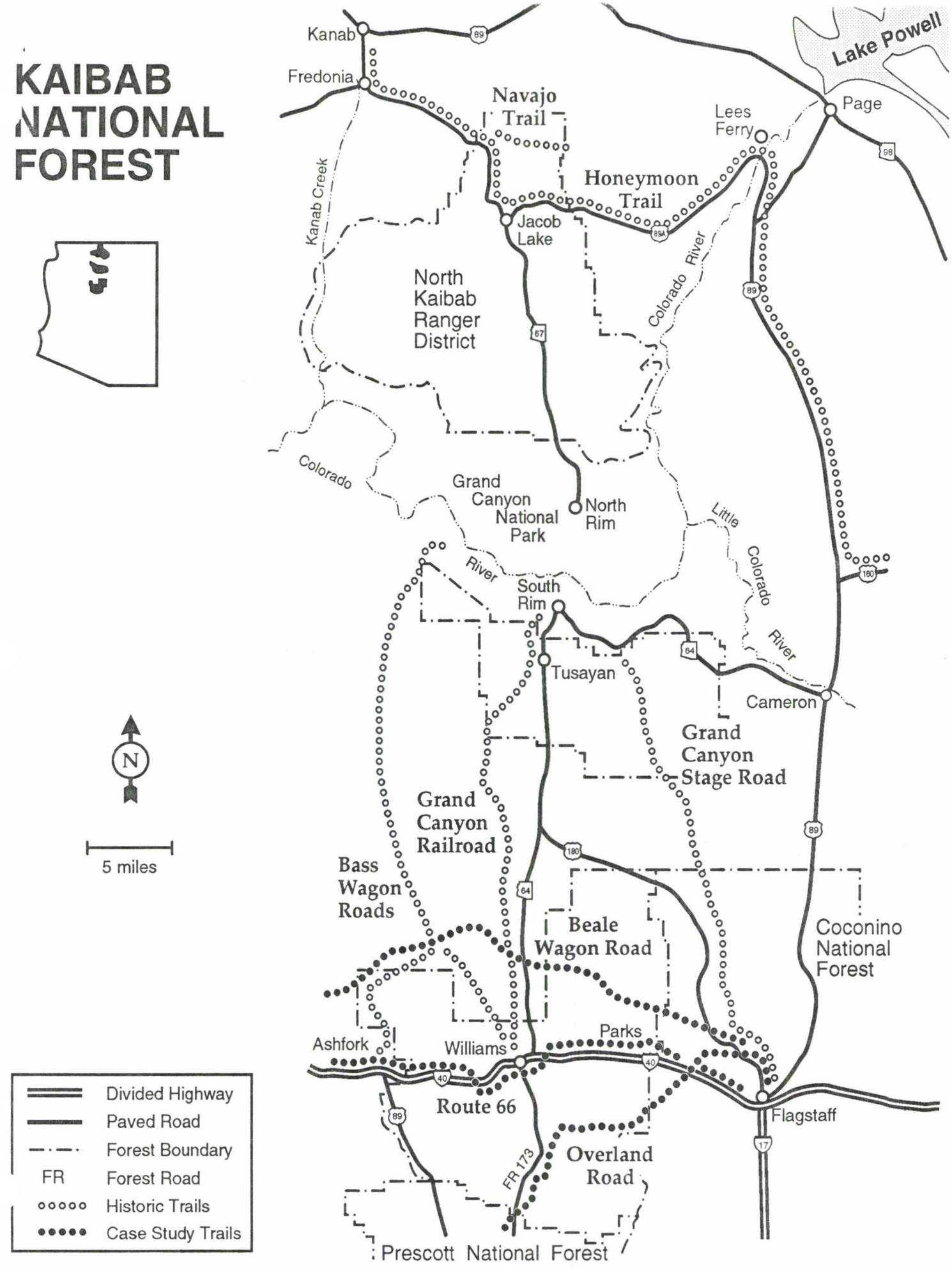
For most of its history, northern Arizona was a place that people wanted to pass through, not arrive at. This phenomenon left a pattern of pathways in the sparsely populated area. As the land is primarily in public ownership, a number of opportunities exist for developing trails along historic pathways. This section describes the most significant historic corridors on the Kaibab National Forest (shown on map 2). Three trails, which will be used as examples in this paper, are described more fully than are others. They are Beale Wagon Road, Overland Road, and US Route 66.

Beale Wagon Road

Among the expeditions sent to explore the newly-acquired southwestern lands in the 1850s was that of Lieutenant Edward F. Beale. He followed the path of earlier explorers, who in turn, followed a corridor used for centuries by aboriginal peoples. In the arid high mountains, rare watering holes determined where pathways could go. In 1857, Beale and his crew surveyed a 1,200 mile long wagon road between Fort Smith, Arkansas and the Colorado River on the western edge of Arizona. They returned to build the road between Albuquerque and the Colorado River in 1859-60. Known as the Beale Wagon Road, it was probably the first federally-funded road in the southwestern United States.

Beale is remembered for his experiments with the Camel Corps. Twenty-two Asian camels accompanied his expeditions in a test of their endurance. The Army, specifically Secretary of War Jefferson Davis, was interested in using camels as beasts of burden in the arid southwest. The experiment failed for various reasons, not the least of which was growing tensions between the North and South that led to the Civil War. Nevertheless, the camel experiment was a notable historical footnote and of great interest to the public today.

Until the arrival of the transcontinental Atlantic and Pacific (now Santa Fe) railroad in 1883, the Beale Road was one of the most important roads in Arizona. Uncounted thousands of immigrants traveled on the Beale Road to California. Homesteads located along the old road mark places where travelers settled (figure 1). Millions of sheep and cattle were driven both west and east along its path. In 1868, surveyors and engineers followed the Beale Road



Map 2. Historic Trails on the Kaibab National Forest.

when they determined the route of the new transcontinental railroad (figure 2). In turn, US Route 66 roughly followed the path of the railroad when it was built in the early 1920s. Interstate 40 superseded Route 66 in the 1960s. The Beale Wagon Road, therefore, set the pattern of transportation corridors in the area that we still see today. Although its importance as an immigrant route diminished after the railroad was built, parts of it remained as well-used local roads for decades.

Figure 1. Abandoned homesteads line the path of the Beale Wagon Road.

The old pathway might have been forgotten if not for a few dedicated history buffs who reignited interest in the Beale Road. In 1978, historians Eldon Bowman and Jack Smith researched the history of the old road. They pieced together its route across the Kaibab National Forest using old maps, diaries, photographs, and other evidence. During fieldwork, they discovered portions of the original roadway. In 1988, the forest contracted with Mr. Smith to physically mark the route with brass cap aluminum markers placed at road crossings and at 1/4 mile intervals, interspersed with tree blazes and rock cairns. Planning for its development into a recreational trail has been ongoing since 1989. Plans call for trailheads with interpretive signs, increased trail marking, and publication of a brochure. Opportunities for hiking, horseback riding, bicycling, and auto touring exist along the route.

Portions of present-day Forest Service roads still follow the path of the Beale Wagon Road (figures 3 and 4). Elsewhere, original segments of the road are still discernible. Wheel ruts are visible in places and the road appears as a cleared area or slight depression, with rocks piled on either side of the 10 foot-wide roadway (figure 5). These rocks were moved from the roadbed to allow

Figure 2. This 1868 railroad survey party is camped on the Beale Wagon Road at Russel's Tank, now on the Kaibab National Forest.

easier wagon passage. Six such segments have been located, varying in length from about 30 feet to 1/4 mile.

Physical Setting. The Beale Wagon Road is about 22 miles long on the Kaibab National Forest. Of that, about 19 1/2 miles are located on the Chalender Ranger District; the remaining 2 1/2 miles are on the Williams Ranger District. The trail begins at the eastern forest boundary with the Coconino National Forest at an elevation of 7,600 feet above sea level. Heading west, it passes through the open grassland of Government Prairie, which has historic homesteads on its fringes. It then enters a ponderosa pine forest on the south side of Government Mountain. This forest has been logged since the early part of this century. For the next several miles, the road winds around volcanic hills and through well-watered open areas called "parks". Many homesteads claimed along the Beale Wagon Road in the last century remain private holdings today, particularly in the Spring Valley area. Travelers left inscriptions at Laws Spring, a major watering hole in this area (figure 6). As the road continues west, it drops in elevation to about 6,400 feet and passes through a dense pinon-juniper woodland. In an effort to convert the woodland to grassland, the Forest Service eradicated many acres of pinon and juniper trees during the past several decades. The route of the Beale Wagon Road exits National Forest land near Arizona Highway 64 and passes through a checkerboard of state and private lands for several miles. It reenters the Kaibab for 2 1/2 miles, and then exits again. Continuing west, it passes through more checkerboard lands and eventually through Bureau of Land Management (BLM) land to its terminus at the Colorado River.

Figure 3. Beale Wagon Road ruts are found beside this level 4 forest road.

Figure 4. Level 2 forest roads cover the Beale Wagon Road in places.

Figure 5. Two rows of rocks define the Beale Wagon Road in Government Prairie.

Figure 6. Laws Spring, a major watering hole on the Beale Wagon Road, displays traveler's inscriptions on its basalt walls.

Overland Road

Overland Road was far more obscure and short-lived than the Beale Wagon Road. Nevertheless, it was an important travelway that is worthy of attention. In the early 1860s, gold was discovered in what is now the Prescott area. The US Army decided to establish a military post (Fort Whipple) near the gold fields. To access the fort and the new community of Prescott, the Army blazed a wagon road in 1863. Later called the "Overland Road", it split off from the 1859 Beale Wagon Road near today's Navajo Army Depot, skirted the edge of the Mogollon Rim, and descended to Hell Canyon along today's Perkinsville Road.

Arizona became a Territory separate from New Mexico in 1863. The first gubernatorial party traveled along the Overland Road from Santa Fe to the new Territorial capital at Prescott in January, 1864. The road saw substantial use over the next twenty-odd years, but the rough and rocky route was largely abandoned after the transcontinental railroad arrived in 1883. Portions of it were later covered by logging railroad spurs and local roads. The Bear Springs Sheep Driveway, a major north-south funnel for moving sheep from summer to winter range at the beginning of this century, followed part of the Overland Road.

In 1988, the Kaibab National Forest contracted with historian Dr. James W. Byrkit to research the Overland Road's history and relocate its route across the forest. Byrkit discovered a wealth of interesting information, as well as several sections of original roadbed. The route was then marked in a manner similar to the Beale Wagon Road: brass cap monuments placed at road crossings and at 1/4 mile intervals, interspersed with tree blazes and rock cairns (figure 7). Planning for its development into a recreational trail has been

Figure 7. Brass cap marker for the Overland Road, Kaibab National Forest. These brass caps are mounted on standard 36 inch-long flared aluminum posts.

ongoing since 1989 in conjunction with that of the Beale Wagon Road. Plans include installation of trailheads with interpretive signs, increased trail marking, and publication of a trail brochure. Opportunities for hiking, horseback riding, bicycling, and auto touring exist along the route.

Portions of present-day Forest Service roads still follow the path of the Overland Road (figures 8 and 9). Original segments of the road are still discernible, but are more rare than Beale Road fragments, possibly because the Overland Road was not used as intensively. Three road segments have been located, varying from about 160 feet to 3/4 mile long (figure 10).

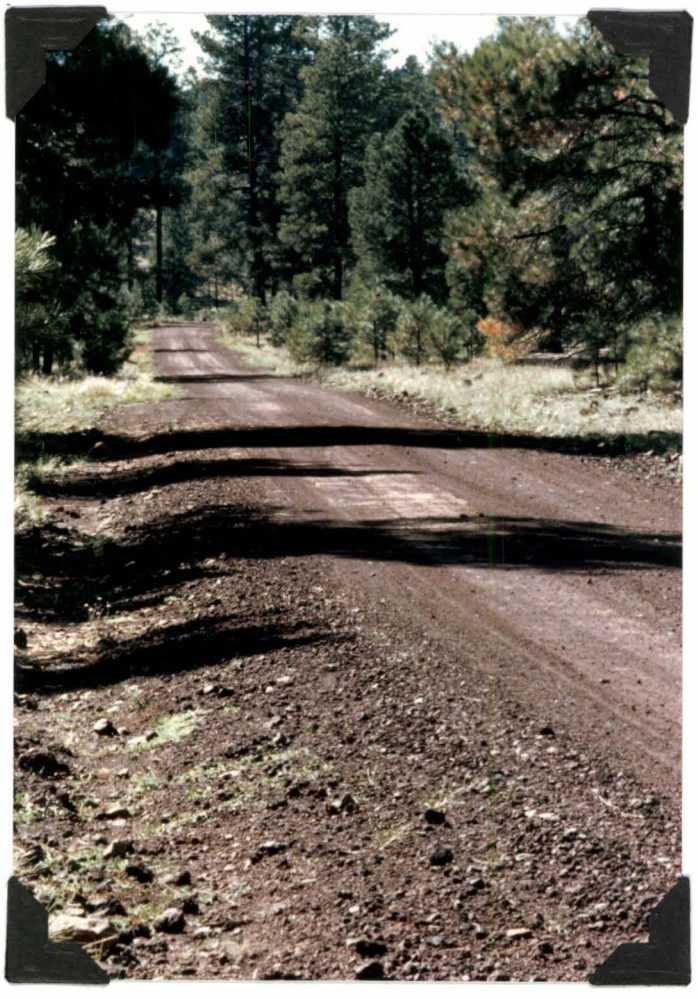


Figure 8. This level 3 forest road follows the path of the Overland Road.

Figure 9. This level 2 forest road follows the path of Overland Road.

Physical Setting. The Overland Road is 25 miles long through the Kaibab National Forest. About 13 miles are located on the Chalender Ranger District; 12 miles are on the Williams Ranger District. The trail begins at the eastern forest boundary with Navajo Army Depot at an elevation of 6,800 feet above sea level. It passes through the open grassland of Garland Prairie, dotted with historic homesteads. Heading west, the trail skirts the rocky edge of Sycamore Canyon, characterized by dense ponderosa pine forest and basalt cliffs. The pine has been actively logged since the turn of this century. Remains of logging railroads are found throughout the area. Log cabin remains are found at Dow Spring and Big Spring (figure 11). The trail eventually turns south to begin the gradual descent off the Mogollon Rim, passing Pomeroy Tanks, Summit Mountain and Bear Springs (figure 12). It passes through a thick pinon-juniper woodland on the west side of Bear Canyon. At an elevation of 5,700 feet on the southern forest boundary, it continues on to the Prescott National Forest. Most historic accounts mention the rough and rocky terrain and the dense vegetation along the old road--it has not changed in the ensuing years.

Figure 10. Two rows of rocks outline a section of the Overland Road in Garland Prairie. A rock cairn marking the trail is in the middle distance.

Figure 11. Remains of a log cabin post office at Dow Spring.

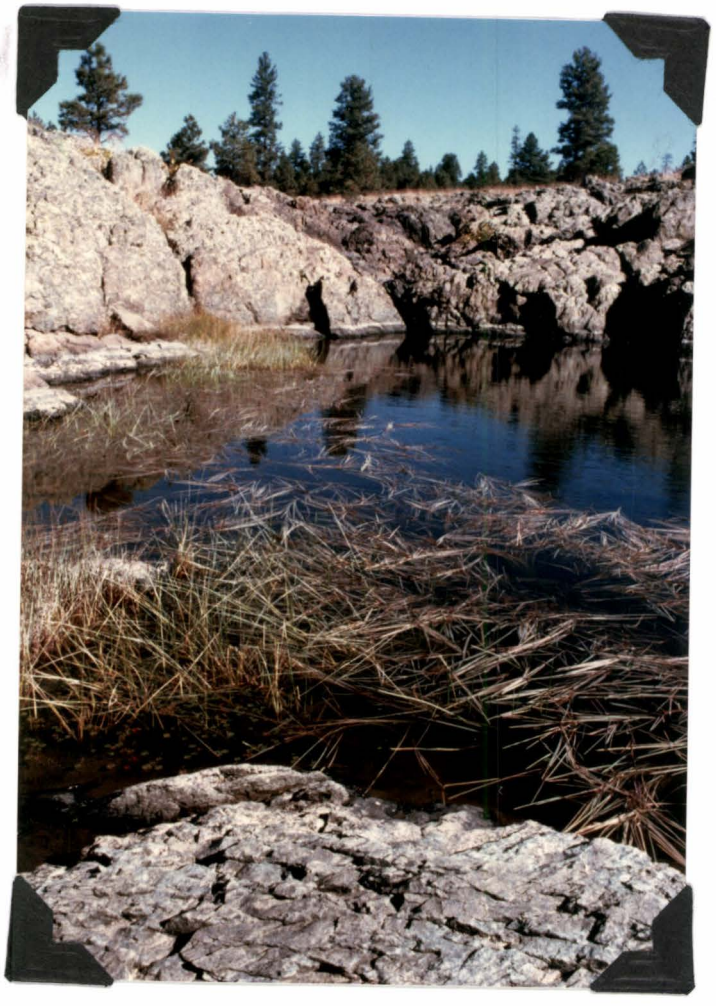


Figure 12. Pomeroy Tanks, a watering hole on the Overland Road.

US Route 66

Route 66 began soon after the turn of the century, with Model T motorists who bounced their way west on the muddy paths that paralleled the railroad tracks. They organized and lobbied for better roads, and by the early 1920s, the Old Trails Highway was built. Designated US Highway 66 in 1926, this first, unpaved road was rough, narrow, twisting, and steep, but it led travelers west from Chicago to the Los Angeles area. Soon, motorists overwhelmed that early roadway, and Route 66 was rebuilt in the 1930s. In 1938, it became the first completely paved cross-country highway in the United States. Its straighter and wider travelway, better visibility, and gentler grades attracted even more travelers. It became one of the most popular and famous roads in the nation (figure 13). It was celebrated in song, in books, and even with its own television program, but it became too well-loved. Despite improvements and realignments made in the 1940s and 1950s, traffic finally overwhelmed the

highway. Its replacement in Arizona, Interstate 40, was built during the 1960s and 1970s. The last stretch of Route 66, in Williams, was bypassed in 1984.

Figure 13. Route 66, the Main Street of America, in Williams, 1938.

Physical Setting. Route 66 ran right through the Kaibab National Forest, roughly parallel with Interstate 40. In fact, earlier alignments of Route 66 wind around the present highway, which covered some sections. Because of its continuing popularity and historical significance, the Kaibab National Forest completed a National Register of Historic Places nomination for Route 66 within its boundaries in 1988. About 50 miles of the old route were identified, including portions of the 1920s, 1930s, 1940s, and 1950s roadways. Seven separate segments totalling 25 miles were determined significant enough to warrant listing in the National Register. These include three segments of abandoned roadway ("Abandoned Route 66", figure 14), three sections still in use as a rural road ("Rural Route 66", figure 15), and the section through Williams ("Urban Route 66"). These are the only segments of Route 66 in the country that are listed in the National Register of Historic Places.

Planning is underway to make Route 66 available to the recreating public. A 22-mile long auto tour on Rural Route 66 will include interpretive signing and a brochure. The auto tour, located between Flagstaff and Williams, is easily accessible from Interstate 40. It is on a scenic section of the historic road that includes ponderosa pine forests and the highest point of Route 66 in the country. An opportunity for a short walk down an abandoned section of roadway is located midway along the auto tour at Parks.

Figure 14. "Abandoned Route 66", circa 1931, at Parks. This section of "ghost road" would be an interpretive stop and hiking trail on the auto tour.

Two mountain bicycle trails on Abandoned Route 66 segments will also incorporate interpretive signing and brochures. Both bicycle tours are easily accessible from Interstate 40. Although only six miles apart, one tour features pine forest while the other is located in lower elevation juniper woodlands. Both loop tours begin on the first Route 66 built in the 1920s, which was unpaved and crudely engineered. The tours return on the 1930s improved roadway, with pavement and engineering features still intact but crumbling from decades of disuse (figures 16 and 17). Interpretation would focus on Route 66 history as well as the evolution of highway engineering.

Figure 15. "Rural Route 66" at Garland Prairie Vista.

Figure 16. Mountain bike tour on 1922 abandoned Route 66 at Ash Fork Hill.

Figure 17. Mountain bike tour on 1931 abandoned Route 66 at Ash Fork Hill.

Additional Historic Trails

Other historic routes exist on the Kaibab National Forest. They are identified here but not thoroughly discussed. See map 2 for their locations.

Honeymoon Trail

Kanab, Utah was an outpost of Mormon civilization in the 1870s. Mormon settlers followed a trail blazed by Jacob Hamblin to establish communities on the Little Colorado River in Arizona. This wagon road later became known as the "Honeymoon Trail" because newly-married Mormon couples from the Arizona settlements traveled it enroute to their church-sanctioned marriage ceremony at the temple in St. George, Utah. Today's highways 89 and 89A follow the path of the Honeymoon Trail, winding up the Kaibab Plateau to Jacob Lake and north to Kanab.

Navajo Trail

This obscure pathway is located on the North Kaibab Ranger District. It is an old Indian and sheepherding trail. In 1871, famous Mormon pioneer John D. Lee traversed the Kaibab Plateau by way of "a well-used horse-path." He is believed to be the first Anglo to use what is now called the Navajo Trail. Four miles of this trail have been remarked for visitor use, and more work is planned.

Grand Canyon Stage Route

The Flagstaff-Grand Canyon Stage Route was the most popular road to Grand Canyon from 1892 until the Grand Canyon Railroad was completed in 1901. Some 20 miles of the route are found on the Tusayan Ranger District, although modern forest roads cover the old stage coach ruts. Motorists can follow the unmarked route today. A portion of the trans-state Arizona Trail parallels the old stage route, and one of the original stage stops has an interpretive sign.

Bass Stage Road

William Wallace Bass was a famous Grand Canyon tour guide. He built a camp on the rim of the canyon west of today's south rim development. In 1891, Bass opened a stage road from Williams to his camp. In 1894 he opened another one from Ash Fork to avoid the winter snows in Williams. The two roads merged near his halfway station at Cataract Creek. Bass' tourist business quickly declined after the Grand Canyon Railroad was built in 1901, and his roads were abandoned. Today, a major forest road follows the path of his Ash Fork road for several miles. The status of the remainder of Bass' roads is presently unknown.

Grand Canyon Railroad

This sixty mile long railroad spur leads from Williams to the south rim of Grand Canyon. Originally built in 1901, it ended passenger service in 1968. Long abandoned, it was revived in 1989 by the Grand Canyon Railway Company, which runs historic steam trains to the canyon as a tourist enterprise. The company operates under permit with the Kaibab National Forest and Grand Canyon National Park.

Abandoned Railroad Lines

Old railroad lines can be excellent candidates for trails, as the Rails-to-Trails Conservancy has shown all across the nation. The conservancy is primarily concerned with acquiring public rights-of-way for railroad lines at the time they are abandoned. These lines can then provide miles of hiking and bicycle trails, particularly in urban areas. Without an organized effort, railroad lines are abandoned to adjacent property owners, thus precluding continuous development. The Kaibab National Forest contains no rail-to-trail candidates because all of its railroad lines have long been abandoned. Nevertheless, the Rails-to-Trails Conservancy promotes the use of all abandoned railroad lines as trails. Their address is 1400 Sixteenth Street, N.W., Washington, DC, 20036.

On the Kaibab, a section of the old Santa Fe line, built in 1882 and abandoned in 1960, has some interesting features, including sandstone bridge abutments and Johnson Tunnel, the only one built between Albuquerque and California. This four mile section would link up the two Route 66 mountain bicycle trails, as well. Two obstacles must be overcome to develop it into a trail: two private parcels exist on the alignment, and bridge decks have been removed in two places. The Forest Service would need to acquire ownership of, or rights-of-way through, the private land, and provide access across the bridge abutments.

Many miles of logging railroads dating to the turn-of-the century wind through the forests of the Kaibab. These abandoned lines would provide various recreational and interpretive opportunities.

Additional Recreational Opportunities on the Kaibab National Forest

Historic trails are only one aspect of the recreational opportunities offered to visitors on the forest. The Kaibab National Forest Visitor Guides (1989 and 1990) illustrate a wide range of available activities. In addition to the historic trails just discussed, the guides highlight 27 scenic drives, 20 hiking trails, 7 mountain bicycle trails, 2 cross-country ski trail systems, 9 developed campgrounds, and 6 fish-stocked lakes. The guides also provide tips on hunting, cutting firewood, viewing wildlife, picnicking, winter snow-play, and visiting historic sites.

Most of the 20 hiking trails access mountain peaks or canyon bottoms. They provide for equestrian and mountain bicycle use, although the latter is prohibited on the 11 trails within wilderness areas. Some of the trails are old, but they are not described as historic in the guides. Only one, a portion of the proposed trans-state Arizona Trail, is considered a long distance trail.

Developing the three historic trails chosen as case studies would complement existing opportunities by adding a new dimension, history, to the trail inventory. Both the Beale and Overland Road Trails are long distance trails, which have not yet been developed on the southern Kaibab National Forest.

The three case study trails were chosen for development for the following reasons: historic significance, physical remains that provide a tangible link to the past as well as an interpretive opportunity, proximity to the population centers of Williams, Flagstaff, and (perhaps to a lesser degree) Phoenix, and ease of access from Interstate 40 and major forest roads.

Summary

Several historic routes on the Kaibab National Forest have potential for recreational development. With the exception of the railroad lines, each of the routes summarized above appear in the Kaibab National Forest Visitor Guides (1989 and 1990). Not all warrant full development into recreational trails. In some cases, it is enough to know that the routes existed in history. Three have, however, been targeted for development: Beale Wagon Road, Overland Road, and Route 66. These will serve as illustrative examples in the remainder of this paper.

Chapter 4

LEGISLATION RELATIVE TO HISTORIC TRAILS

A number of environmental laws govern the development of trails. These will be discussed in chapter 5. But historic trails, as cultural resources, require special consideration. Recognizing that historic trails hold significance to the American people, Congress has passed legislation to both protect and promote them. The two most important laws relative to historic trails are the National Historic Preservation Act and the National Trails Act. Special legislation, the Route 66 Study Act of 1990, was recently signed into law. The major provisions of these acts are discussed below.

National Historic Preservation Act (NHPA) of 1966 as amended (PL 89-665)

This act established a national policy of historic preservation. It expanded the National Register of Historic Places (established by the 1935 Historic Sites Act) to include properties of national, state, and local significance. Section 106 of the act requires that federal agencies consider the effects of their actions on cultural properties included in, or eligible for inclusion in the National Register of Historic Places. It created the Advisory Council on Historic Preservation (ACHP), which agencies must consult with regarding such actions. The State Historic Preservation Office (SHPO) acts as an agent for the Advisory Council in the consultation process. A 1980 amendment to NHPA (PL 96-515) required each federal agency to establish a program to locate and inventory all properties under their control and to nominate potentially eligible ones to the National Register. This act and relevant implementing regulations can be found in appendix A.

National Register of Historic Places

Eligibility to the National Register of Historic Places is a key factor in determining agency responsibilities to cultural resources. The following are the criteria for eligibility to the National Register (36 CFR 60.4).

> The quality of significance in American history, architecture, archeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association and
>
> (a) that are associated with events that have made a significant contribution to the broad patterns of our history; or
>
> (b) that are associated with the lives of persons significant in our past; or
>
> (c) that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or

(d) that have yielded, or may be likely to yield, information important in prehistory or history.

Criteria considerations. Ordinarily cemeteries, birthplaces, or graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings, properties primarily commemorative in nature, and properties that have achieved significance within the past 50 years shall not be considered eligible for the National Register.
. . .

Significance. Historic roads and trails can be considered significant under any of the four criteria (a-d) stated above. Most are significant for their association with broad patterns of history, such as westward migration during the period of Manifest Destiny (criterion A). Some are significant for their association with an individual, such as Lieutenant Edward F. Beale (criterion B). Others might display important engineering features used in their construction, such as bridges, pavement, grades, and so on (criterion C). Archeological remains of the roads and trails themselves and associated artifacts can yield information important to history that could not otherwise be obtained (criterion D).

Integrity. Integrity is a key factor in determining eligibility. To be eligible for the National Register, a cultural property must possess some measure of integrity of "location, design, setting, materials, workmanship, feeling, and association." Integrity is a measure of a property's historic identity. Does it retain its essential identifying characteristics? Does the resource look like a road that has been abandoned for 100 years? Has it been rebuilt so that it no longer looks the way it did to the pioneers who traveled it? Does it even exist?

While the corridor of a historic road or trail may be important for commemorative or interpretive purposes, federal cultural resource managers are not required to preserve something that no longer exists or that has lost its integrity. Linear historic properties have nearly always suffered adverse impacts to sections along their length. However, discrete sections that have retained integrity and are historically significant often remain intact. These sections, may be considered eligible for the National Register.

Nominations. To nominate a cultural property to the National Register, special forms must be prepared detailing the above considerations. In Arizona, the form is reviewed by the SHPO and a special state committee. It is then forwarded to the Forest Service Historic Preservation Officer in Washington, DC, who formally submits it to the Keeper of the National Register. If approved, the property is then listed in the National Register of Historic Places. Laws Spring on the Beale Wagon Road is individually listed in the National Register. Seven segments of Historic US Route 66 within the boundaries of the Kaibab National Forest are also listed in the National Register. Representative forms are attached in appendix B.

Determination of Eligibility. It is not always necessary to complete the formal nomination process. In consultation with the SHPO, cultural resources may be determined eligible for listing in the National Register. These

resources are afforded the same legal protection as those that are listed. Original sections of the Beale and Overland Road, for example, are not listed on the National Register. However, because they are likely eligible for listing, they are afforded the same protection as sections of Route 66 that are listed.

Consultation Process. Once a property has been listed in, or determined eligible for the National Register, protection measures are triggered through the section 106 process. Federal agencies must consider the effects of their actions ("undertakings") on such cultural properties, in consultation with the State Historic Preservation Office. If the property will be avoided during an undertaking, then it will have "no effect", and consultation ends after proper notifications have been made.

Effects. An undertaking may have an effect on a property if it will "alter the characteristics of the property that may qualify [it] for inclusion in the National Register. . . . [A]lteration to features of a property's location, setting, or use may be relevant depending on a property's significant characteristics . . ." (36 CFR 800.9 [a]). The effect may be considered either adverse or not, depending on the situation.

An undertaking may have an "adverse effect" on a property if it will lead to destruction, damage or alteration, isolate it from its historic setting, introduce visual, audible or atmospheric elements that are out of character with the property and its setting, cause deterioration or destruction through neglect, or if a property will be transferred, leased, or sold (36 CFR 800.9 [b]).

An undertaking may be found to have "no adverse effect" on a property if mitigation measures, such as documentation, research, preservation restrictions, or adherence to rehabilitation guidelines (36 CFR 800.9 [c]) are incorporated into the project design.

Consultation with the SHPO and, in some cases, with the ACHP, is required for undertakings that will have an effect on National Register-listed or eligible properties. This ensures that all measures to protect our nation's significant cultural resources are enforced before these fragile remnants of our past are destroyed forever.

Developing a historic road or trail for public use may result in an "effect" to the resource. Hikers, horseback riders, off-road vehicle users, and others could impact a historic road remnant through intensive use, vandalism, or collecting associated artifacts. The effect may not be "adverse" if the road remnant is not significantly altered, but adverse effects are possible.

Management of Historic Sites. Cultural resource managers face a dilemma in opening significant historic sites to public use. The public demands, and indeed deserves, to experience their cultural heritage firsthand. A sense of stewardship for the past can be fostered through interpretation of historic sites. However, many such cultural resources are fragile; all are nonrenewable. Measures to anticipate and mitigate the effects of visitation must be initiated as part of the management plan.

The Section 106 Process. Here is how the section 106 (of the NHPA) process works in the Southwestern Region of the Forest Service. First, a professional cultural resource specialist (usually an archeologist) must conduct a pedestrian survey of the historic road or trail. The survey will reveal the cultural resources, both historic and prehistoric, that hikers might encounter. Each site is then recorded on standard USFS forms, mapped, and photographed. This helps the archeologist to determine the site's National Register eligibility and which features (such as original wagon tread) are important to preserve. The archeologist then writes a report, describing the undertaking (recreational trail development), the cultural resources along the trail, their National Register eligibility, the potential effect of the proposed action on those cultural resources, and recommended measures to lessen any adverse effects. Such measures might include collection of artifacts that could be lost to recreationists or setting up a monitoring plan using maps and photographs so that effects can be measured in subsequent years. The report is then sent to the State Historic Preservation Office for review and comment. If there is a disagreement, or if the effect is determined to be adverse, then it goes on to the Advisory Council for further review and comment. The survey report and consultation documents for the Beale Wagon Road are attached in appendix B.

Summary

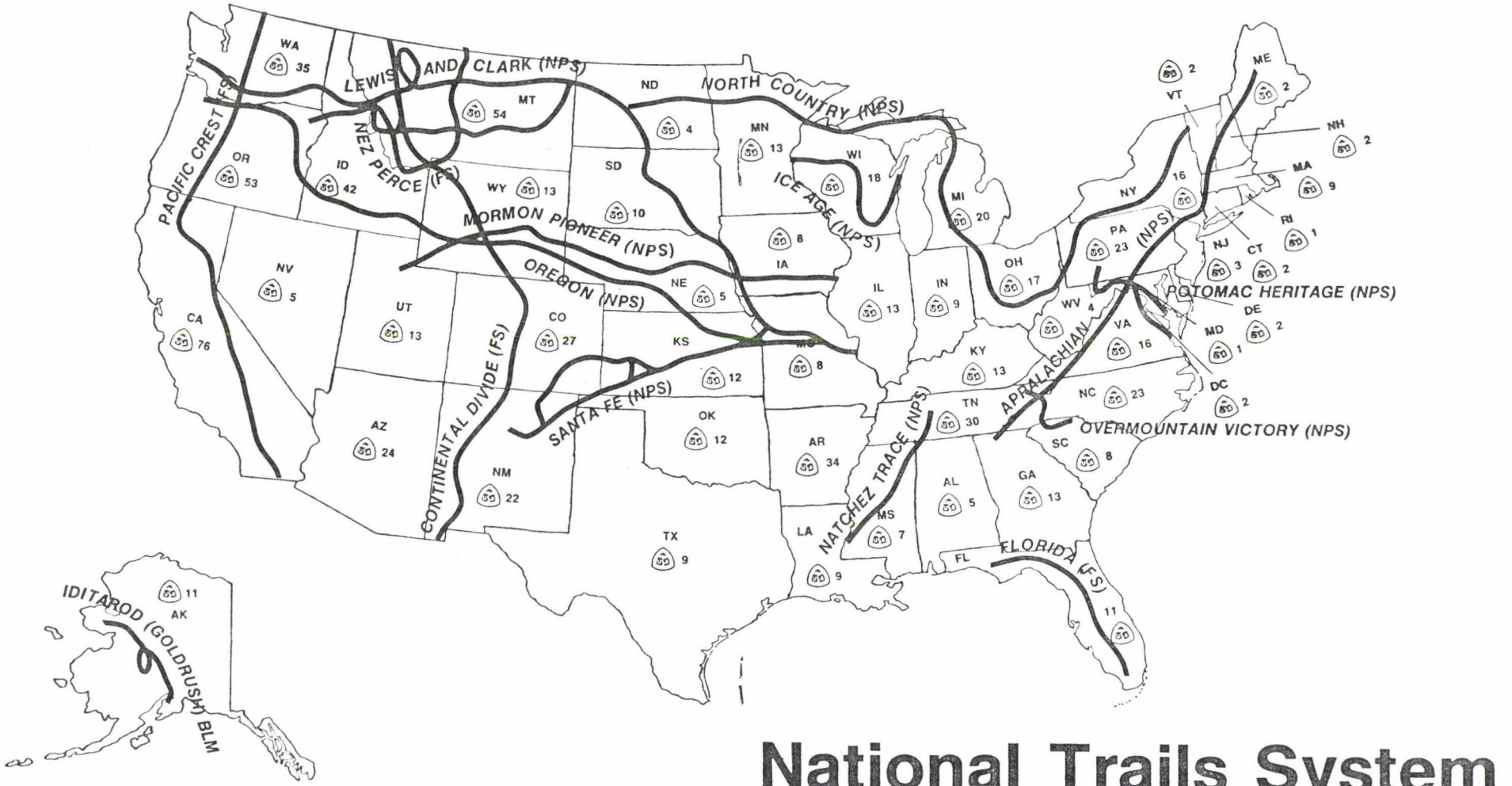
The National Historic Preservation Act requires that Federal agencies consider the effects of their projects on significant sites along a developed recreation trail. The goal is to protect such sites from adverse effects. In this sense, the NHPA is only concerned with the fragments of original trail that have integrity. In contrast, the National Trails System Act designates entire lengths of historic trails, whether extant or not. Its provisions, and therefore, implications, are different from the National Historic Preservation Act.

National Trails System Act of 1968 as amended (PL 90-543)

This legislation authorizes studies for and the designation of recreation, scenic, and historic trails throughout the United States (the act and amendments can be found in appendix A). The initial act passed by Congress in 1968 divided the national system of trails into three components: National Recreation Trails, National Scenic Trails, and Connecting and Side Trails.

National Recreation Trails are established and designated by the Secretary of Interior or Secretary of Agriculture. These trails are the largest component of the National Trails System; 780 trails had been designated by 1990.

National Scenic and Connecting Trails are long distance trails that can only be authorized by an act of Congress. By 1988, Congress had designated eight scenic trails: The Appalachian, Pacific Crest, North Country, Ice Age, Continental Divide, Potomac Heritage, Natchez Trace, and Florida National Scenic Trails (map 3). Connecting or Side Trails provide additional access to or between nationally designated trails, but as of 1990, only two such trails had been designated by Congress.



National Trails System

As authorized by Public Law 90-543, as amended.

Scenic Trails ——

Historic Trails ——

Management responsibility is shown by agency initials:

National Park Service (NPS)
Forest Service (FS)
Bureau of Land Management (BLM)

Recreation Trails

Total number of Federal, State, local, and privately managed trails by State.

U.S. Department of the Interior
National Park Service 1986

Map 3. National Scenic and National Historic Trails

In 1978, Congress passed PL 95-625, which established National Historic Trails as a fourth component of the National Trails System. The act states:

> National Historic Trails . . . will be extended trails which follow as closely as possible and practicable the original trails or routes of travel of national historical significance. Designation of such trails or routes shall be continuous, but the established or developed trail, and the acquisition thereof, need not be continuous on site. National historic trails shall have as their purpose the identification and protection of the historic route and its historic remnants and artifacts for public use and enjoyment.

Note that while designation may be continuous on a map, the developed trail need not be. The focus is on the "dots" that make up the trail and not the line that connects them. This provision recognizes that interstate highways, private lands, and other developments may interrupt the path of a historic trail. Trail managers are charged with preserving historic sites associated with the trail (per the National Historic Preservation Act) and interpreting the trail to the public. Benefits of NHT status include national recognition, consistent management across jurisdictional lines, a means to enter into cooperative agreements for access across nonfederal lands, and uniform regulations for trail administration. Unfortunately, the act does not provide for additional funding for NHTs.

Designation

A route must meet several criteria to be designated a National Historic Trail. Congress must first approve legislation to study a particular trail for designation. This is usually initiated by interested constituents through their representatives. The study is then carried out by a federal agency, such as the National Park Service, Bureau of Land Management, or Forest Service. It has many components, including: the proposed trail route and interpretive sites, current land ownership along the trail corridor, plans and estimated costs for developing and maintaining the trail, proposed federal administering agency, type and quantity of use the trail will sustain, and an analysis of the impacts of the proposed trail, including benefits and costs. National Historic Trails must meet additional requirements.

First, the route must be firmly established in historical records. An estimation of the route does not qualify. Second, the trail must be "historically significant," or have played an important role in the broad patterns of American history. Finally, it must have "significant potential for public recreational use or historical interest based on historic interpretation or appreciation." This means that the trail must have a constituency of some sort. The latter provision is a critical factor for National Historic or Scenic Trail establishment.

Trail Councils. Long distance trails are as much communities of people as paths on the ground. They cover many miles and cross disparate jurisdictions. A protected trail from end to end is the result of public and private cooperation, funding, and support. Recognizing this, the act provides that within one year of designation of a NHT or NST, an advisory council comprised of federal, state, and private representatives be established. The council has

responsibility for managing the trail, including maintenance, selection of rights-of-way, signing, funding, and administration. There are functions related to trail development, management, and promotion that organized user volunteers can do more effectively, more efficiently, and in a more timely manner than public agencies. The relationship of a trail council to the federal agency is similar to that of a Natural History Association.

Management Plans. Within two years of designation, a comprehensive trail plan for the acquisition, management, development, and use of the trail must be written by the designated federal managing agency in cooperation with the trail advisory council, other affected agencies, and state Governors.

Trail Studies. Congress initially authorized the study of of 14 routes for designation as NSTs or NHTs. Through the years, subsequent amendments have authorized studies for 19 additional trail routes. Public Law 98-11, dated March 28, 1983, authorized the study of six trails for possible designation. Among these was the "Beale Wagon Road, within the Kaibab and Coconino National Forests in Arizona; Provided, such study may be prepared in conjunction with ongoing planning processes for these National Forests to be completed before 1990" (emphasis in original).

This study was never carried out, for several reasons. Among them were: lack of coordination among the forests and regional office, lack of funding to prepare the report, and inadequate constituency to spur the study and designation. These reasons are among those commonly given to explain the failure of other trails to qualify for designation.

In the 1986 document National Trails Assessment, the National Park Service noted that of the 31 trails studied for designation as NHTs and NSTs, 17 did not qualify. The reasons cited include: excessive costs; insufficient scenic, natural, historic, cultural, or recreation qualities to qualify for national significance; natural or historic qualities significantly altered; lack of public ownership and opposition of private landowners; original route no longer visible or known; development would cause significant adverse impacts to endangered species or fragile systems; and lack of widespread public support.

Eight trails are designated as National Historic Trails (NHT). They are the Oregon, Lewis and Clark, Nez Perce, Iditarod, Mormon Pioneer, Overmountain Victory, Santa Fe, and Trail of Tears National Historic Trails (map 3).

Route 66 Study Act (PL 101-400)

A groundswell of public support in recent years has prompted Congress to provide special designation for Route 66. In September 1990, President Bush signed the Route 66 Study Act into law (appendix A). The act authorizes a 2-year study to determine ways to protect and promote the historic highway. Representatives from the eight states along its 2,400 mile length between Chicago and Los Angeles will advise the National Park Service, charged with conducting the study.

Summary

Several opportunities exist for the legal designation of historic trails. Individual segments may be eligible for listing in the National Register of Historic Places. Such designation confers specific protection to listed or eligible segments, and outlines procedures that must be followed if an activity will affect those segments on federal land. An entire trail corridor may be designated as a National Historic Trail by Congress, even though only segments of the original trail remain. Such designation provides that a management plan will be developed for the entire trail corridor, with provisions for acquisition, management, development, and use of the trail. Special designations may be made for individual historic routes such as Route 66, although such designation is rare.

Although a study of the Beale Wagon Road for designation as a NHT has not been carried out, planning for its development as a recreational trail, along with the Overland Road, has been initiated. The next chapter discusses the planning process relative to historic trails.

Chapter 5

PLANNING

Forest Service planning is guided by environmental legislation. The National Environmental Policy Act (NEPA) of 1969 as amended (PL 91-190) is the basic national charter for protection of the environment. The law and its implementing regulations (40 CFR 1500-1508) require federal agencies to 1) consider the environmental effects of proposed actions and 2) disclose their findings to the public. NEPA requires a systematic, interdisciplinary approach in planning and decisionmaking for actions that may affect the environment.

Two other laws influence Forest Service planning. The Forest and Rangeland Renewable Resources Planning Act (RPA) of 1974 (PL 93-378) requires the Forest Service to prepare a recommended program of activities every five years. It is a long-term national strategic planning document. A 1976 amendment to RPA, the National Forest Management Act (NFMA) of 1976 (PL 94-588) requires each National Forest to prepare a comprehensive land management plan. The Act defined the concept of multiple use and emphasized a balanced consideration of all resources in the land management process. It also guaranteed full public participation in Forest Service land and resource management planning (Mastic 1990: 4,6).

Integrated Resource Management

The Forest Service Southwestern Region (R3--Arizona and New Mexico) has developed a process for implementing Forest Plans that incorporates principles outlined in NEPA and NFMA. It is called Integrated Resource Management, or IRM. The 13 IRM steps incorporate the five NEPA phases: scoping, analysis, documentation, implementation, and monitoring (see figure 18).

The IRM process will be outlined here using the Beale Wagon Road and Overland Road recreational trail planning as examples. Planning for these two trails has been continuing since March, 1989. They are being planned together because the management goals and objectives, timing, and geographical location are essentially the same for both trails. Although planning for these trails is not yet complete, they can help illustrate the process.

IRM Phase 1--Review the Forest Plan

The Forest Plan provides general direction to help managers envision the desired future condition of the forest. It sets goals and objectives for managing different resources. IRM focuses on a specific project in more detail. Review of the Forest Plan allows the planner to identify how a particular project will contribute to accomplishing the Plan's goals and objectives within specified standards and guidelines, and provides a basis for identifying some preliminary issues and concerns.

The Kaibab National Forest Plan (1987) provides specific management objectives for the Beale Wagon Road, the Overland Road, and associated historic sites. Specific direction is found in the A01 Recreation Planning, Standards and Guidelines section (p.39):

PROJECT IMPLEMENTATION AND NEPA PROCESS

SCOPING

1. DEFINE DECISION, REVIEW PLANS
2. DEVELOP PROJECT CONCEPT
3. CONDUCT EXTENSIVE RECON
4. PREPARE FEASIBILITY REPORT

ANALYSIS

5. LINK TO BUDGET
6. CONDUCT INTENSIVE RECON
7. FINALIZE, COMPARE ALTERNATIVES
8. SELECT PREFERRED ALTERNATIVE

DOCUMENTATION

9. PREPARE ENVIRONMENTAL/DECISION DOCUMENTS

IMPLEMENTATION

10. CHECK PROCESS RECORD
11. PREPARE PROJECT ACTION PLAN
12. IMPLEMENT PROJECT

MONITORING

13. MONITOR AND EVALUATE RESULTS

Figure 18. IRM Phases and the NEPA Process.

> "Manage the Beale Wagon Road, Overland Military Trail . . . and associated historic sites and side trails for potential Congressional designation as National Historic Trails. Use of motorized vehicles on any portion of the routes not already designated for general vehicle travel is prohibited. Emphasize foot and horse travel recreation activities on intact portions of the routes. Provide adequate off-road vehicle (ORV) signing to advise the public of motorized restrictions. Within two years of Congressional designation as National Historic Trails, formulate comprehensive trail management plans to promote the historic and cultural significance of the trails, incorporating the direction outlined in this plan. Recognize the needs of the disabled and those with limited mobility in developing access facilities for the trails. Propose recreational facilities for the trails which are related to significant interpretive and recreational points of interest, on, or adjacent to the trails. Emphasize protection for the historic value of the trail routes. Develop one representative visual logo for each trail. Revise and expand publications in cooperation with local sponsors."

Other relevant direction from the Forest Plan includes the following: "Develop on-site cultural resource interpretation of significant historic, prehistoric, and sites listed on the National Register. . . . Priorities for interpretive development include Laws Spring, . . . Beale Wagon Road, Overland Military Road. . . . Mark the Beale Wagon Road . . . [and] locate and mark the Overland Military Trail. Provide interpretive signing at points of interest along trails and prepare and publish information brochures" (p. 43-44). The Cultural Resources Assessment Plan, a 1988 amendment to the Forest Plan for cultural resource management, reiterates these goals and objectives.

The Kaibab National Forest has already accomplished some of the goals outlined for these trails in the Forest Plan. The Beale Wagon Road has been marked on the ground and the Overland Road has been researched, located, and marked on the ground. Limited funding has been received for interpreting the trails, including brochures and interpretive sign designs. Much remains to be accomplished.

IRM Phase 2--Develop the Project Concept and Scope

In this phase the project is described in detail: what it is designed to do and why. Planners list site-specific issues, concerns, and opportunities (ICOs); the measurable and non-measurable resource elements that will be analyzed to evaluate the proposed action and alternatives; potentially affected and interested publics; initial ideas about alternative ways to accomplish the project; and skills that are needed on the interdisciplinary planning team (ID Team). Public contacts are initiated.

A brief outlining these ideas was developed for this phase of trail planning (appendix B). It was sent to local newspapers and a list of 83 potentially interested or affected publics identified from the Forest Plan mailing list. The project was described and initial goals and objectives outlined. ICOs were also identified as a beginning point for discussion.

IRM Phase 3--Conduct Extensive Reconnaissance

During this phase, ID team members and interested publics visit the project area to determine whether the project concept outlined in phase 2 will work. The objectives, ICOs, alternatives, Forest Plan standards and guidelines, and other aspects of the project are reviewed to determine if they need to be modified. Based on information received from the public and ID team, the initial ICOs are summarized and modified (appendix B).

IRM Phase 4--Prepare a Feasibility Report

The results of phase 3 are summarized in a brief report, which outlines whether the project is feasible and if analysis of the project under subsequent IRM phases should continue. Feasibility for trail development was decided at ID team meetings that summarized the initial scoping. The next phase was then initiated.

IRM Phase 5--Check Budget Link

If the project is determined to be feasible, provisions must be made to ensure that funding for the project can be secured. Both the Beale Wagon Road and the Overland Road are listed in the Forest Plan Schedule of Dispersed Recreation Investments (1987: 31). Both are provided for in the 10-year implementation schedule.

IRM Phase 6--Conduct Intensive Reconnaissance, Survey, or Design

All site-specific information needed for environmental analysis of the project is gathered at this stage. Specialists collect data and design elements of the project that address the environmental issues and achieve project objectives. Some elements of this phase include cultural resource survey, wildlife surveys, transportation planning, visual resource inventories, and timber sale planning. As a result of this phase, ICOs are refined, and inventory information used to monitor project results in phase 13 is identified and gathered. The results of intensive reconnaissance are made part of the official project file.

Planning for the trails is currently at this phase of the IRM process. The entire Forest Plan is now undergoing reanalysis for timber harvest levels and visual resources. The result of the reanalysis, anticipated in July 1991, will be incorporated into the analysis of the trail corridors. Some surveys, such as those for cultural resources and wildlife, have already been completed.

IRM Phase 7--Finalize and Compare Alternatives

NEPA requires that alternatives to the proposed action be evaluated, including a "no action" alternative. The ID team develops, compares, and proposes a reasonable range of alternatives, then analyzes and discloses their potential environmental effects. The team then recommends a course of action to the line officer.

The decision to manage the Beale and Overland roads into recreational trails was made in the Forest Plan. Alternatives for developing the trails still need to be analyzed. The initial steps of the planning process indicate that

alternatives for managing visual and timber resources along the trail are extremely varied. For example, what visual quality objective will be assigned to the trails, and what impact will that have on timber harvest and trail design? These alternatives cannot be generated until IRM phase 6 is completed.

IRM Phase 8--Select the Alternative

The responsible official selects the alternative to be implemented and determines what form of NEPA documentation is appropriate. Based on the analysis, the responsible official must determine whether or not the environmental impacts will be significant.

If there will be no significant environmental impacts, the analysis may be "categorically excluded" (CE) from preparation of an environmental assessment or an environmental impact statement. A Decision Memo (DM) is prepared that documents the reasons for categorically excluding the analysis.

Often times, an Environmental Assessment (EA) is prepared. An EA organizes and displays all of the information from phases 1-8, so that an evaluation of the project's environmental effects can be made. If the analysis indicates no significant effect, then a Finding of No Significant Impact (FONSI) will accompany the EA, as well as a Decision Notice.

The Environmental Impact Statement (EIS) is a detailed document that must be prepared for projects that will have significant environmental effects. A Notice of Intent is published in the Federal Register to inform the public that an EIS will be prepared. A Record of Decision (ROD) will accompany the publication of the EIS.

The Forest Service Handbook (FSH 1909.15) provides additional direction for determining the appropriate form of NEPA documentation for certain projects. Interim Directive Number 3, Chapter 20 outlines classes of actions that "usually do not significantly affect the human environment, individually or cumulatively." The handbook recommends in these cases that interested and affected people be notified of actions that are categorically excluded from environmental documentation. In some cases, no documentation is necessary; in others, "a simple note or memorandum documenting the exclusion of one or more projects should be adequate." Of interest to this report are the first two items categorically excluded under 26.1b, categories established by the Chief:

> 1. Administrative actions, such as road and area closures; restrictions on travel or use, such as camping, boating, or hunting; and posting signs and markers.
>
> 2. Construction of low-impact facilities or improvements, such as auxiliary support buildings or other structures; picnic areas and campgrounds; temporary and other low-standard roads . . . ; and trails.

Development of the historic Beale and Overland Roads as recreational trails may appear to fall into the categories of actions that may be excluded from preparation of an EA or EIS. However, because of their length (a total of 44 miles), proximity to several rare water sources, and potential impact on other

resources like wildlife and timber, a detailed analysis of the project was initiated. As analysis progresses, it may be found that implementation of the trail management plan requires the preparation of an EA.

Conversely, development of the Route 66 Auto Tour and Mountain Bicycle Tours may be categorically excluded under the direction of FSH 1909.15. Their implementation requires nothing more than installing interpretive signs in small, preexisting parking areas and placing directional signs along their length. The pathways for the tours already exist. Management of other resources will not be materially affected.

IRM Phase 9--Prepare the NEPA Documentation

In this phase, the NEPA documentation selected by the line officer is prepared and the public is notified of the decision through newspaper notices and other means. Appeals may be received at this point. The Forest Plan may be amended, if necessary.

IRM Phase 10--Check Project Record

All documentation for the project is gathered, organized, and stored together in a single package for future reference.

IRM Phase 11--Prepare Project Action Plan

This is the work schedule for implementing the project on the ground. This specifies who does what, when, where, and how. A preliminary action plan is attached in appendix B.

IRM Phase 12--Implement the Project

In this phase, the project is accomplished in accordance with the final decision that was made by the responsible official.

IRM Phase 13--Monitor and Evaluate the Results

During and after implementation, the project must be monitored to assess its success in meeting the goals outlined in the earlier phases. This phase ultimately determines the success or failure of the project design in meeting Forest Plan and resource management objectives.

The monitoring plan for the trails will be developed by the ID team. It will include specific, measurable criteria. Cultural resource monitoring, for example, might entail establishing photo points within sites. These points would then be revisitied regularly (perhaps yearly) so that comparisons can be made. Another way to monitor impacts to sites might be to establish plots in artifact scatters, and inventory the artifacts to determine if any are lost through visitor collection.

Summary

Integrated resource management (IRM) facilitates Forest Service planning in Region 3 under NEPA and NFMA. The 13 steps are a means to guide the process,

and need not always be rigidly adhered to. Some phases may be blended together, and there is considerable overlap and reiteration in all phases. There are also different levels of analysis. The Forest Plan provides general management direction. The trails management plan will provide more specific guidelines than the Forest Plan. Additional planning will likely be required for project level actions. Two examples illustrate this point. While the management plan might detail where trailheads will be located, actual facility design and construction may require separate environmental documentation. Recreation Opportunity Spectrum (ROS) objectives along the trails might be defined in the management plan, but the objectives will actually be achieved at the project level (e.g., during timber sale or other project planning).

The goal is to plan projects in an interdisciplinary way with public involvement to ensure full knowledge and disclosure of environmental consequences. Planning for the trails has so far adhered to the principals of NEPA. However, the true success of the project can only be measured when the final phase, monitoring, is completed.

Chapter 6

RECREATION OPPORTUNITY SPECTRUM AND INTERPRETIVE PLANNING

In addition to NEPA documentation, planning for recreational trail development must incorporate other ideas. This section discusses how the recreation opportunity spectrum (ROS) can help guide planning. Interpretive planning is also discussed.

Recreation Opportunity Spectrum

This entire paper could have been devoted to ROS and its implications to the management of historic trails. However, this section will only discuss ROS concepts in a general sense. ROS is a framework for understanding relationships and interactions between settings, activities, and experiences. It defines a range of recreation opportunities that is available to the forest visitor.

Recreation opportunity has three dimensions. First is the demand for different activities: hiking, bicycling, horseback riding, and so on. Second is the demand for settings in which to enjoy activities. Settings differ in terms of remoteness, facility development, naturalness, access, social encounters, visitor impacts, and visitor management. The third dimension combines the first two into "experience opportunities." Visitors will select preferred activities within certain settings to realize desired and expected experiences. Some examples of experiences include solitary hikes in wilderness areas to "get away from it all," competing in sporting events, or driving off-road vehicles. Forest managers can provide choices, or opportunities, to experience activities in appropriate settings, but the users produce the actual experiences (Driver nd: 4; USDA 1986).

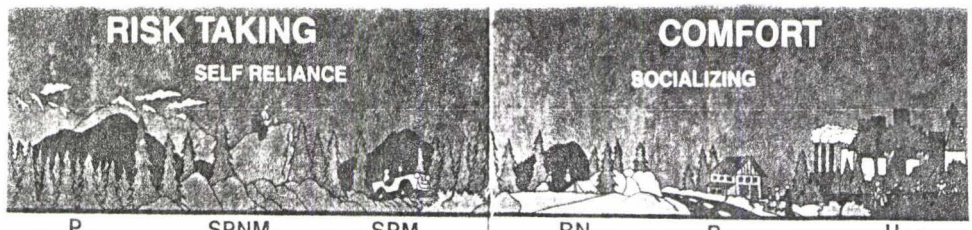
The recreation opportunity spectrum has six classes that address setting indicators from the paved to the primeval. From less developed to more developed, they are: primitive, semiprimitive nonmotorized, semiprimitive motorized, roaded natural, rural, and urban (figure 19).

ROS on the Kaibab National Forest

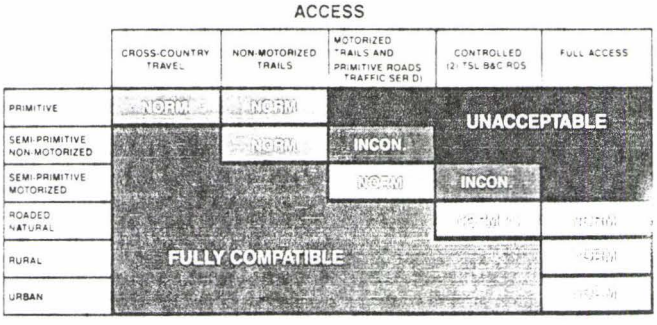
ROS can and should be integrated into forest planning to ensure that an adequate and appropriate mix of recreation opportunities is provided to forest visitors. The Kaibab Forest Plan (1987) presents ROS classifications for the areas through which the historic trails pass. In all cases, the designation given is Roaded Natural. The initial ROS designations were preliminary, and in recognition of this, the Plan calls for updates of the recreation opportunity spectrum inventory and classifications at 5-year intervals beginning in 1990 (1987: 39). This has not yet been accomplished. However, ROS concepts can still be applied and refined during project level analysis of the trails.

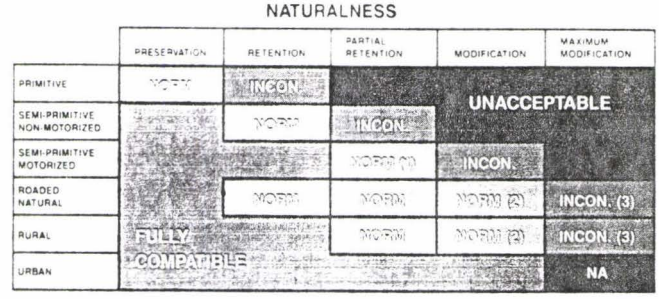
ROS and Historic Trails

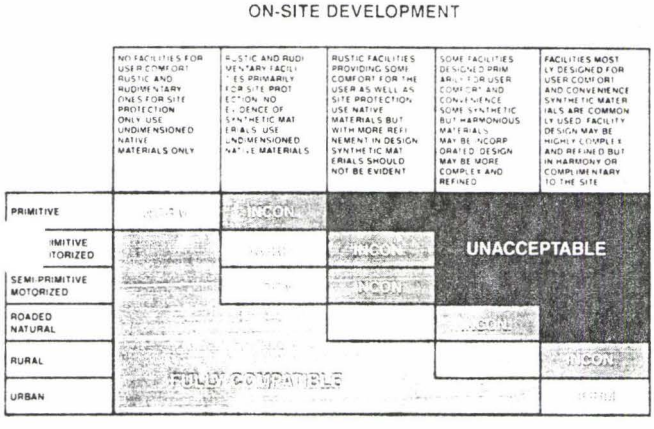
Historic trails on the Kaibab National Forest can satisfy the first dimension of recreation opportunity, the demand for different activities. As summarized

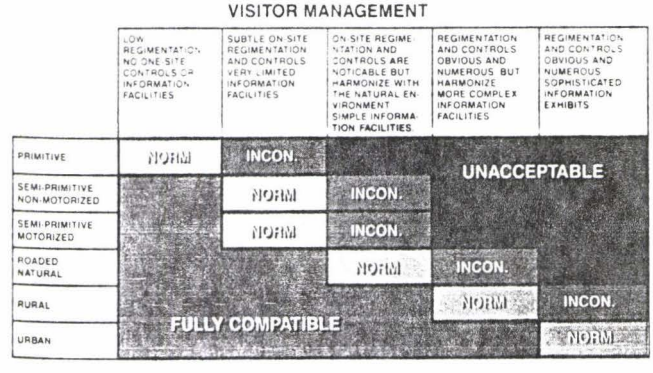


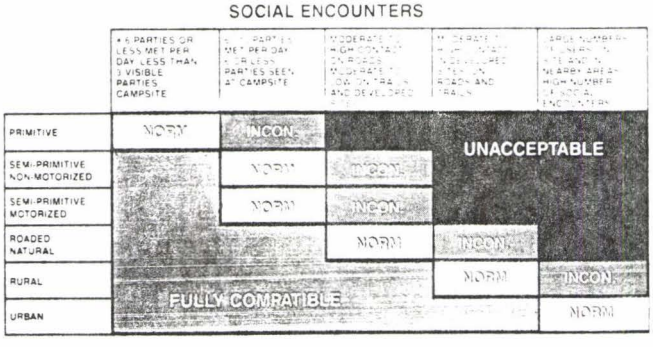
The Recreation Opportunity Spectrum

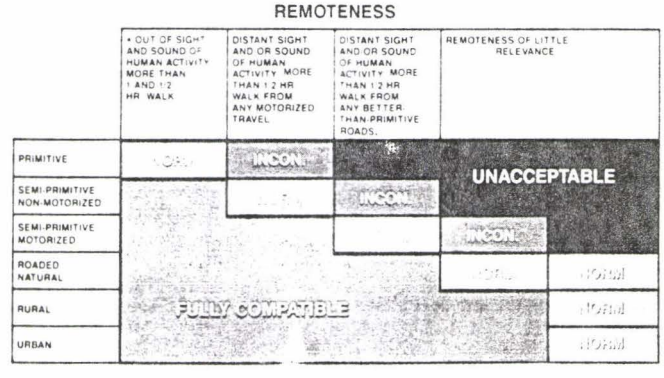












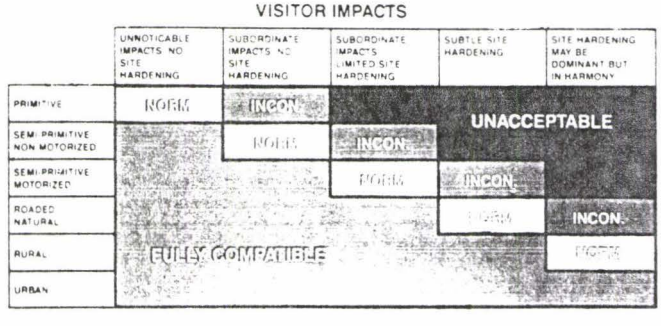


Figure 19. ROS Classes and Setting Indicators (best available copy).

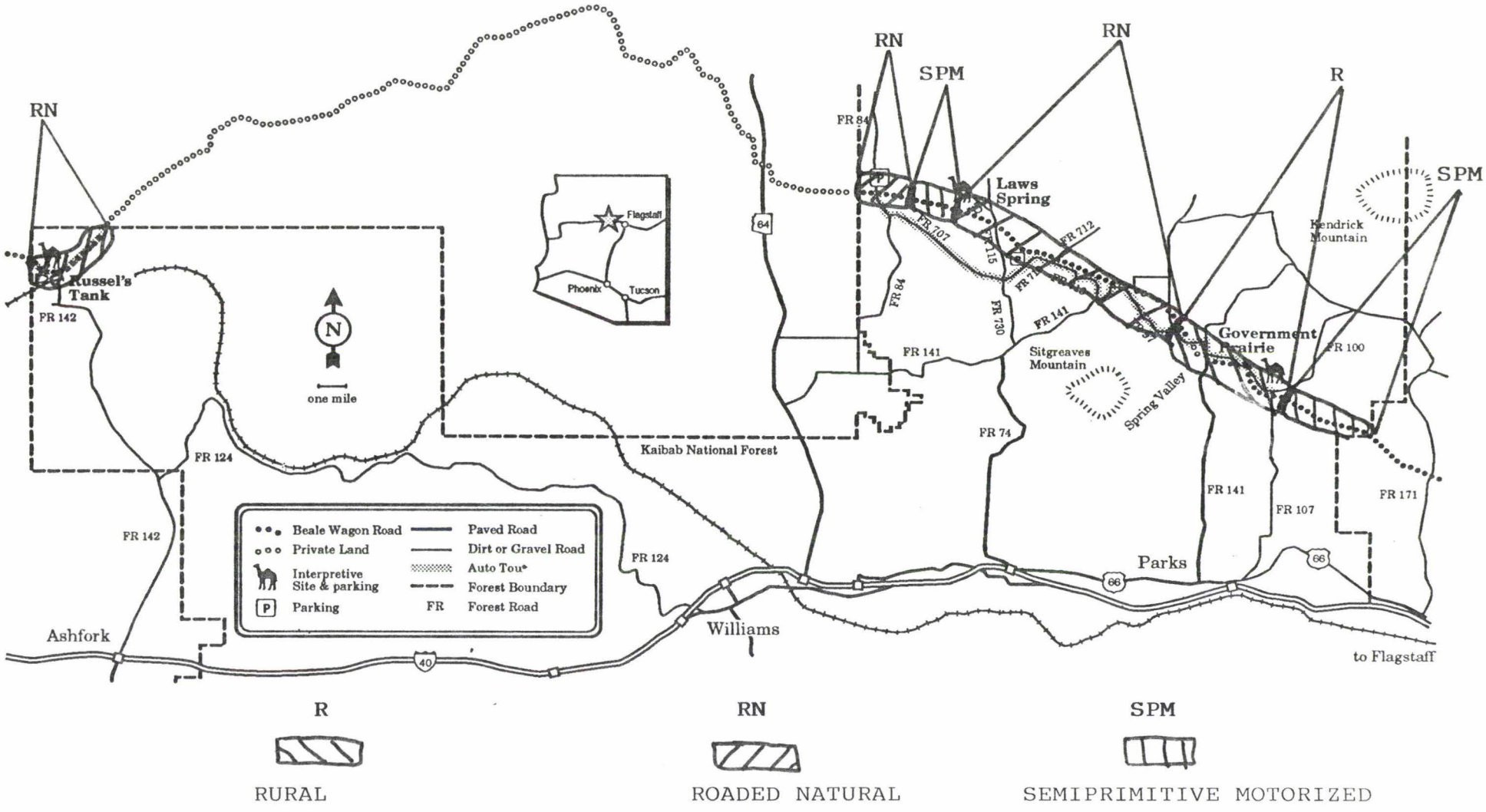
in Chapter 2, Arizonans list the following among their top ten recreational preferences: hiking or walking for pleasure, picnicking, driving for pleasure or sightseeing, visiting historical or archeological sites or monuments, and bicycling (SCORP 1989: 99). While the trails can accommodate all of these activities, it is the setting (the second dimension) that will determine which experience opportunities (the third dimension) are available to recreationists.

The path of a historic trail is preexisting; it cannot be altered to fit the recreation opportunity spectrum. However, the trail can be managed to provide a variety of settings and recreation opportunities for forest visitors. The Beale and Overland historic trails pass through a number of different settings; roadways ranging from level 1 (closed) to level 5 (paved), developed areas of private property, open grasslands, and remote forest and woodlands. In terms of ROS, the settings could be considered to range from semiprimitive nonmotorized to rural. Maps 4 and 5 illustrate application of ROS at the project level to the trails.

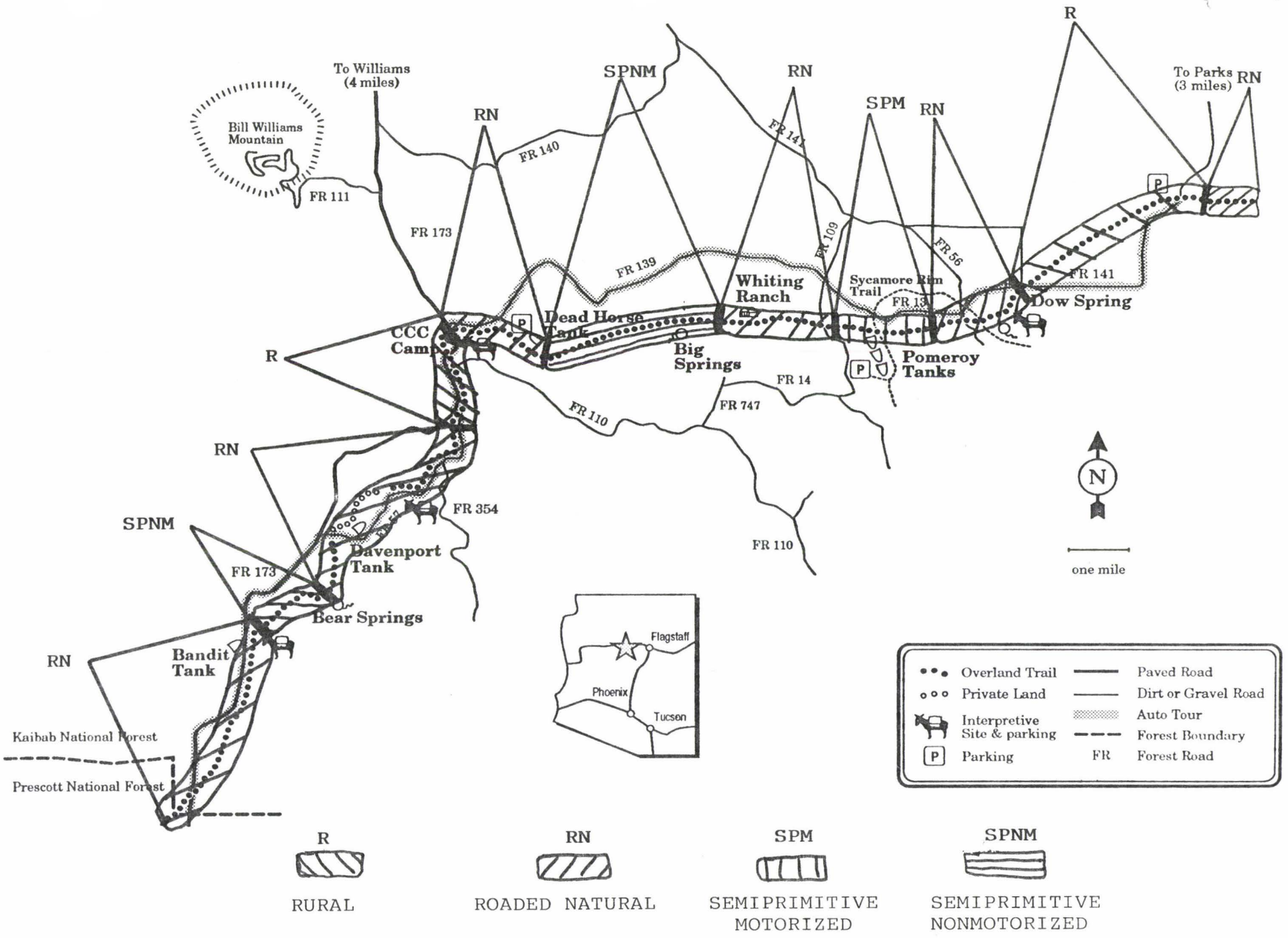
Not all activities are appropriate for each of these settings. For example, hiking and driving are incompatible with each other. Hikers prefer a primitive or semiprimitive nonmotorized setting while drivers require a setting ranging from semiprimitive motorized to urban. However, each activity may be accommodated at discrete sections along the trails. On the brochure map, motorists are shown an alternate auto tour route on roads that either follow the historic route or that closely parallel it (appendix C). Mountain bike riders can also follow roadways; some level 1 and level 2 roads are particularly appropriate for them. These areas are classified as rural, roaded natural, and semiprimitive motorized. Opportunities for hiking and horseback riding are best on the path of the old roads themselves that are isolated from today's roadways, classified as semiprimitive motorized or semiprimitive nonmotorized. Parking areas and interpretive signs are placed at sites of historical interest that are easily accessed as trailheads for equestrians and hikers or simply as interest points for sightseeing motorists. In some cases, picnic areas might appropriately be developed at such places, like Laws Spring or Pomeroy Tanks.

The Route 66 Auto Tour follows a level 5 roadway. Motorized vehicles are the most appropriate way to tour this part of Route 66, not only because of the ROS class (Rural), but also because the interpretive message emphasizes the relationship of road and automobile. The brochure invites the reader to "take a trip back in time . . . cruise down memory lane and discover the past on Route 66." (appendix C).

The Route 66 mountain bicycle trails provide another example of how historic site interpretation can influence the ROS. Mountain bicycle riders often seek remote, nonmotorized settings in which to recreate. Even when bicyclists ride on roads, they seek the solitude of backcountry byways. The Route 66 trails follow early manifestations of the cross-country highway that closely parallel today's Interstate 40 (appendix C). The sights and sounds of interstate highway traffic are not far away. In one instance, riders are in full view of the interstate as they bounce their way down a stretch of the unpaved, winding 1922 roadway at Ash Fork Hill. This mix would be inconsistent if not for the interpretive message in the brochure, comparing the first crude roadway to today's engineering standards: "The 1922 section stands in startling contrast to nearby Interstate 40." Mountain bikers who seek out the Route 66 tour have



Map 4. Observed ROS classes on the Beale Wagon Road (current condition).



Map 5. Observed ROS classes on the Overland Road (current condition).

different expectations than others. They are interested in the road and its evolution. The interstate is a part of that evolution.

Visitor Expectations

Visitor expectations are a key component to both providing opportunities and interpreting the trails. With declining leisure time, recreational experiences have become more valuable. Prospective forest users need to know what they can expect in any recreation opportunity so that they can plan activities with the best chance of meeting their expectations. ROS is really a marketing strategy. First we must discover what opportunities people want, then inventory what resources the forest has to offer them, and match the two up. Marketing is not so much selling an opportunity, but providing opportunities to meet needs. The scoping process revealed a widespread interest in historic trails among different user groups. Through application of ROS, most of these groups can be accommodated at discrete sections along the trails.

Because the historic trails pass through a variety of settings, boundaries between ROS classes are frequently encountered. Visitors need to be alerted that they may experience intrusions to the historic scene. In this way, their expectations will more likely match their experience. Here is an example from the Beale trail brochure (appendix C):

> While you're taking this trip into the past, don't forget to notice the present. Traveling Beale Road offers forest visitors an excellent opportunity to observe current as well as historic uses of public lands. As you retrace Beale's steps watch for evidence of sheep and cattle grazing, of timber sales and reforestation projects, of hunters, woodcutters, and recreationists all here, just as you are, to make use of some feature of this diverse and productive land.

Summary

The Recreation Opportunity Spectrum has been discussed primarily in terms of setting and access. ROS could also be applied to interpretation, facilities, site stabilization, visitor impacts, resource management, and other aspects of trail development. ROS has several goals:

1) Provide forest visitors with appropriate recreational choices.
2) Integrate recreation and other forest uses.
3) Facilitate public access to recreation opportunities.
4) Promote orderly and conscious change.
5) Protect valued recreation opportunities.
6) Optimize recreation benefits of forests.

As demands on our public lands increase from diverse user groups, ROS can provide the framework for optimal management.

Interpretive Planning

National Recreation Strategy

In the fall of 1987, Forest Service Chief F.Dale Robertson formed six commissions to help develop new ways to manage recreation on the National Forests. The result of the commissions' efforts was the National Recreation Strategy (NRS), unveiled in 1988. The strategy was not a blueprint for action, but rather a conceptual framework for achieving a primary goal: customer satisfaction. It emphasized marketing, planning, professionalism, quality facilities, and innovative funding mechanisms like challenge cost-share and partnerships.

Windows on the Past

One important component of the NRS is "Windows on the Past," which encourages each forest to develop at least one new window through which a part of its unique cultural heritage can be interpreted. In a 1988 plan for implementing the program, the following ideas for "windows" programs were suggested:

* Interpretation of historic travel routes through Scenic Byways, auto tours, and interpretive trails;
* Cultural heritage displays in Forest Service offices;
* Invitations to the public to observe and participate in archeological field projects;
* Off-site interpretation of Wilderness cultural resources;
* Developed sites with interpretation of heritage resources;
* Barrier-free trails built on historic railroad grades used to interpret past and current timber management;
* Stabilization and adaptive re-use of historic buildings with information on the building's past provided.
* On-site interpretation at appropriate prehistoric campsites, rock art panels, or earthworks;
* Partnerships with concessionaires, historical societies, interpretive associations, retirees, and others to interpret heritage resources;

Southwestern Region Interpretive Plan

Region 3 developed a Cultural Resources Interpretive Action Plan for implementing Windows on the Past called "Serving People by Opening the Doors to the Past" (1988; appendix C). The plan focused on three main strategies:

1) Gateways to the past visitor contact stations.
2) Unobtrusive on-site interpretation.
3) Visitor participation and outreach programs.

It also outlined broad themes and sub-themes that can focus interpretation of our cultural heritage. The historic roadways on the Kaibab National Forest were excellent candidates for interpretation through the Windows on the Past initiative. Interpretive proposals for each trail were submitted to the Regional Office in 1989 (appendix C). A theme and subtheme was identified for each trail, along with a preliminary outline for interpretation. These ideas were refined by the ID team and through the public scoping process. The resulting brochures and interpretive signs (appendix C) focus on a single theme

for each trail. While the human history of the trails is emphasized, multiple-use management and protection messages are also given. Here is an example from the Route 66 Auto Tour brochure:

> The Route 66 Auto Tour is part of an ongoing effort to make places of historic interest available for you to enjoy on your National Forest, truly a land of many uses. . . . You can do your part to take care of your National Forest and keeping it free of litter. Remember to leave historic sites, artifacts and all cultural remains untouched so that others may enjoy them as you have.

Each interpretive plan follows the regional guidelines for unobtrusive on-site interpretation (1988: 4), which emphasizes minimal intrusion on the visitor's sense of self-discovery at remote sites. This is achieved by interpreting the trails with brochures and placing interpretive signs at trailheads rather than along the trails themselves. Public outreach is achieved through displays, personal presentations and media articles (see appendix C).

Unobtrusive on-site interpretation follows ROS guidelines as well. James W. Pollock (1989) has developed guidelines for applying ROS to interpretation. In semiprimitive nonmotorized or motorized areas, Pollock recommends interpretation through self discovery augmented by books, guides, and maps with no site facilities. In roaded situations, simple facilities such as interpretive signs and viewpoints are appropriate if native, or native-like materials are used in fabrication. Off-site interpretation is appropriate in any situation.

Summary

Interpretation of our cultural heritage can serve our customer's needs and desires to learn more about the past. Windows on the Past is an essential component of the National Recreation Strategy. Historic trail interpretation allows our customers to experience the past firsthand. By employing diverse communication techniques--trailhead signs, brochures, displays, articles, and personal contacts, a wide audience is given the opportunity to learn about and enjoy the trails as they wish (More 1983).

Chapter 7

MANAGEMENT OBJECTIVES AND ACTION PLAN FOR THE BEALE AND OVERLAND HISTORIC TRAILS

Management Objectives

Management objectives identify desired goals and provide a framework for writing the management plan, which specifies the means by which the goals will be achieved. Management objectives are general, while management plans address more specific issues and their resolution. The following objectives are derived from the Forest Plan and ID Team planning. Many of the ideas discussed throughout this paper are incorporated into the objectives. These must be considered preliminary because the planning process is ongoing. Objectives for managing the trails may have ramifications on objectives for managing other resources, like timber and visuals. Until these issues can be resolved, the management plan cannot be written. It is anticipated that the management plan will be written at the time an alternative for development is chosen (see chapter 5, IRM Step 8).

Resource Protection

Implement measures to protect significant cultural resource sites, including original route segments. Monitor visitor impacts to sites.

Provide a natural appearing landscape that conveys the historic values of the trail corridors in selected areas through visual resource inventories. Provide a variety of settings through careful application of the Recreation Opportunity Spectrum.

Protect the area's natural resources, including soils, plants, water, timber, and wildlife habitat.

Visitor Use

Provide each visitor with the opportunity for a safe and enjoyable experience.

Provide for public participation in managing the historic trails. Involve the public at appropriate times in the decision-making process. Encourage public stewardship of the trail through volunteer assistance in development and maintenance.

Develop a thematic framework for interpretation along the trails. Encourage diverse interpretive activities and programs. On-site interpretation will be unobtrusive and adhere to ROS guidelines.

Ensure public understanding of the role of multiple use management. Promote understanding of the value and need to protect cultural resource sites.

Provide an opportunity for disabled populations to access trail programs and facilities.

Development

Prohibit motorized vehicle use on any portion of the trails not located on forest system roads. Provide adequate off-road vehicle (ORV) signing to advise motorists of such prohibitions.

Provide alternate opportunities for motorized tours that closely follow the original trail routes.

Mark the trail routes with brass cap monuments, rock cairns, wooden posts, and tree blazes. Consider constructing trail tread in the future.

Mark the trail route with standardized and recognizable markers. These markers will incorporate unique trail logos.

Provide for continuous access to the original routes where possible. Develop detours for travelers around private land and other interruptions. Improve access roads where needed.

Apply the Recreation Opportunity Spectrum to provide a wide range of recreation opportunities along the trail corridors.

Develop trailheads along major forest roads to allow several points of access for day-long, weekend, or week-long travel. Incorporate interpretive facilities at trailheads. On-site interpretation should be unobtrusive.

Management and Cooperation

Complete a feasibility study for National Historic Trail designation of the Beale Wagon Road, as mandated by law.

Consider nominating eligible cultural properties related to Beale Wagon Road and Overland Road to the National Register of Historic Places.

Encourage and stimulate appropriate development of the trails where they pass through adjacent lands. Coordinate management with adjacent land management agencies.

Develop effective partnerships with private landowners and organizations, trail supporters, historical societies, as well as federal, state, and local agencies.

Action Plan

Lack of a management plan does not preclude development of the trails. The Forest Plan has already identified this need in a public forum. The following project implementation schedule includes all aspects of trail development, including construction and environmental planning. This is the "blueprint for development" of the Beale and Overland Historic Trails.

Beale and Overland Road Historic Trails

Project Implementation Schedule
"Action Plan"

Date	Action	Cost
Summer 1978	* Research and locate the Beale Wagon Road	$3,000 (est.) [contract]
1986	* Forest Plan includes the Beale Wagon Road and Overland Road as planned recreational trails	program funding
Summer 1988	* Beale Wagon Road relocated and marked with brass cap monuments and rock cairns	$6,658.00 [contract]
	* Overland Road location researched, located, and marked with brass cap monuments and rock cairns	$16,854.84 [contract]
	materials (markers and tools)	$3,500.00
March 1989	* Initiate IRM process to develop trails into recreational trails. Public scoping, ID Team formed.	program funding
Summer 1989	* Intensive reconnaissance begins: issues, concerns, opportunities are formulated by the ID Team.	program funding
Winter 1990	* Planning continues for trail development and interpretation	program funding
Summer 1990	* Trail brochures published. Interpretive sign drafts designed.	$8,000.00 [contract]
	* Trailhead survey design begins	$6,000.00
Winter 1991	* Planning continues; intensive recon. complete except forestwide timber/ visual reanalysis. ID Team	program funding
Summer 1991	* Mark trails with 4" wooden posts with trail logos	$11,000. labor $ 3,500. mat.
	* Complete trailhead designs	$ 10,000.
Fall 1991	* Complete management plan draft, scoping, ID Team analysis	program funding

Winter 1992	* Prepare environmental documents, decision document, notify public of decision, finalize management plan. ID Team leader, Line Officers	program funding
	* Complete interpretive sign designs	$ 3,000.
	* Purchase interpretive signs	$10,000.00 [contract]
Summer 1992	* Phase I trailhead construction: Government Mountain, Deadhorse, Davenport, Squaw Mountain, Cowboy Tank	$250,000. (est)
	DEDICATION OF TRAILS	
Summer 1993:	* Phase II trailhead construction: Laws Spring, Dow Spring, Bandit Tank, Russel's Tank, Garland Prairie, CCC Camp	$250,000. (est)
Winter 1994:	* Implement monitoring plan.	

Chapter 8

SUMMARY

This paper has outlined and discussed issues related to developing historic travel corridors into recreational trails, using case studies from the Kaibab National Forest in Arizona. Historic trails share unique characteristics. Often covering long distances, their location is fixed in place by history. As cultural properties, they warrant protection from visitor impacts and management activities. Historic trails also offer outstanding opportunities to open "windows on the past" for the recreating public. They can fulfill a widespread and demonstrated public interest in learning about the rich cultural heritage on our National Forests. They may also stimulate a desire to provide stewardship for these fragile and irreplaceable traces of the past.

To meet the recreation challenges and opportunities of the future, Forest Service recreation planners may be looking toward developing additional historic travelways into trails. This paper can provide useful information on legal designations, the cultural resource compliance process, and planning issues related to historic trails. The interpretation examples may serve as a springboard for ideas to interpret other trails.

Although NEPA planning for the Kaibab National Forest historic trails is incomplete, the framework for planning is established and ongoing. Some obstacles still remain, but the road ahead appears wide and smooth.

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APPENDIX A: LEGISLATION

National Historic Preservation Act of 1966

36 CFR 800, NHPA Implementing Regulations

National Trails System Act of 1968

Route 66 Study Act of 1990

Historic Preservation Act

- **Act of October 15, 1966 (P.L. 89-665, 80 Stat. 915; 16 U.S.C. 470a, 470f, 470j)**

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Title I

National Register

Sec. 101. (a) The Secretary of the Interior is authorized to expand and maintain a national register of districts, sites, buildings, structures, and objects significant in American history, architecture, archeology, and culture, hereinafter referred to as the National Register, and to grant funds to States for the purpose of preparing comprehensive statewide historic surveys and plans, in accordance with criteria established by the Secretary, for the preservation, acquisition, and development of such properties. (16 U.S.C. 470a)

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Consultation with Advisory Council

Sec. 106. The head of any Federal agency having direct or indirect jurisdiction over a proposed Federal or federally assisted undertaking in any State and the head of any Federal department or independent agency having authority to license any undertaking shall, prior to the approval of the expenditure of any Federal funds on the undertaking or prior to the issuance of any license, as the case may be, take into account the effect of the undertaking on any district, site, building, structure, or object that is included in the National Register. The head of any such Federal agency shall afford the Advisory Council on Historic preservation established under title II of this Act a reasonable opportunity to comment with regard to such undertaking. (16 U.S.C. 470f)

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Title II

Advisory Council

Sec. 202. (a) The Council shall--

(1) advise the President and the Congress on matters relating to historic preservation; recommend measures to coordinate activities of Federal, State, and local agencies and private institutions and individuals relating to

historic preservation; and advise on the dissemination of information pertaining to such activities;

(2) encourage, in cooperation with the National Trust for Historic Preservation and appropriate private agencies, public interest and participation in historic preservation;

(3) recommend the conduct of studies in such areas as the adequacy of legislative and administrative statutes and regulations pertaining to historic preservation activities of State and local governments and the effects of tax policies at all levels of government on historic preservation;

(4) advise as to guidelines for the assistance of State and local governments in drafting legislation relating to historic preservation; and

(5) encourage, in cooperation with appropriate public and private agencies and institutions, training and education in the field of historic preservation.

(b) The Council shall submit annually a comprehensive report of its activities and the results of its studies to the President and the Congress and shall from time to time submit such additional and special reports as it deems advisable. Each report shall propose such legislative enactments and other actions as, in the judgment of the Council, are necessary and appropriate to carry out its recommendations. (16 U.S.C. 470j)

PART 800—PROTECTION OF HISTORIC AND CULTURAL PROPERTIES

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AUTHORITY: Pub. L. 89-665, 80 Stat. 915 (16 U.S.C. 470), as amended, 84 Stat. 204 (1970), 87 Stat. 139 (1973), 90 Stat. 1320 (1976), 92 Stat. 3467 (1978): E.O. 11593, 3 CFR 1971 Comp., p. 154.

SOURCE: 51 FR 31118, Sept. 2, 1986, unless otherwise noted.

Subpart A—Background and Policy

§ 800.1 Authorities, purposes, and participants.

(a) *Authorities.* Section 106 of the National Historic Preservation Act requires a Federal agency head with jurisdiction over a Federal, federally assisted, or federally licensed undertaking to take into account the effects of the agency's undertaking on properties included in or eligible for the National Register of Historic Places and, prior to approval of an undertaking, to afford the Advisory Council on Historic Preservation a reasonable opportunity to comment on the undertaking. Section 110(f) of the Act requires that Federal agency heads, to the maximum extent possible, undertake such planning and actions as may be necessary to minimize harm to any National Historic Landmark that may be directly and adversely affected by an undertaking and, prior to approval of such undertaking, afford the Council a reasonable opportunity to comment. These regulations define the process used by a Federal agency to meet these responsibilities, commonly called the section 106 process.

(b) *Purposes of the section 106 process.* The Council seeks through the section 106 process to accommodate historic preservation concerns with the needs of Federal undertakings. It is designed to identify potential conflicts between the two and to help resolve such conflicts in the public interest. The Council encourages this accommodation through consultation among the Agency Official, the State Historic Preservation Officer, and other interested persons during the early stages of planning. The Council regards the consultation process as an effective means for reconciling the interests of the consulting parties. Integration of the section 106 process into the normal administrative process used by agencies for project planning ensures early, systematic consideration of historic preservation issues. To this end, the Council encourages agencies to examine their administrative processes to see that they provide adequately for the efficient identification and consideration of historic properties, that they provide for participation by the State Historic Preservation Officer and others interested in historic preservation, that they provide for timely requests for Council comment, and that they promote cost-effective implementation of the section 106 process. When impediments are found to exist in the agency's administrative process, the agency is encouraged to consult with the Council to develop special section 106 procedures suited to the agency's needs.

(c) *Participants in the section 106 process*—(1) *Consulting parties.* Consulting parties are the primary participants in the section 106 process whose responsibilities are defined by these regulations. Consulting parties may include:

(i) *Agency Official.* The Agency Official with jurisdiction over an undertaking has legal responsibility for complying with section 106. It is the responsibility of the Agency Official to identify and evaluate affected historic properties, assess an undertaking's effect upon them, and afford the Council its comment opportunity. The Agency Official may use the services of grantees, applicants, consultants, or designees to prepare the necessary information and analyses, but remains responsible for section 106 compliance. The Agency Official should involve applicants for Federal assistance or approval in the section 106 process as appropriate in the manner set forth below.

(ii) *State Historic Preservation Officer.* The State Historic Preservation Officer coordinates State participation in the implementation of the National Historic Preservation Act and is a key participant in the section 106 process. The role of the State Historic Preservation Officer is to consult with and assist the Agency Official when identifying historic properties, assessing effects upon them, and considering alternatives to avoid or reduce those effects. The State Historic Preservation Officer reflects the interests of the State and its citizens in the preservation of their cultural heritage and helps the Agency Official identify those persons interested in an undertaking and its effects upon historic properties. When the State Historic Preservation Officer declines to participate or does not respond within 30 days to a written request for participation, the Agency Official shall consult with the Council, without the State Historic Preservation Officer, to complete the section 106 process. The State Historic Preservation Officer may assume primary responsibility for reviewing Federal undertakings in the State by agreement with the Council as prescribed in § 800.7 of these regulations.

(iii) *Council.* The Council is responsible for commenting to the Agency Official on an undertaking that affects historic properties. The official authorized to carry out the Council's responsibilities under each provision of the regulations is set forth in a separate, internal delegation of authority.

(2) *Interested persons.* Interested persons are those organizations and individuals that are concerned with the effects of an undertaking on historic properties. Certain provisions in these regulations require that particular interested persons be invited to become consulting parties under certain circumstances. In addition, whenever the Agency Official, the State Historic Preservation Officer, and the Council, if participating, agree that active participation of an interested person will advance the objectives of section 106, they may invite that person to become a consulting party. Interested persons may include:

(i) *Local governments.* Local governments are encouraged to take an active role in the section 106 process when undertakings affect historic properties within their jurisdiction. When a local government has legal responsibility for section 106 compliance under programs such as the Community Development Block Grant Program, participation as a consulting party is required. When no such legal responsibility exists, the extent of local government participation is at the discretion of local government officials. If the State Historic Preservation Officer, the appropriate local government, and the Council agree, a local government whose historic preservation program has been certified pursuant to section 101(c)(1) of the Act may assume any of the duties that are given to the State Historic Preservation Officer by these regulations or that originate from agreements concluded under these regulations.

(ii) *Applicants for Federal assistance, permits, and licenses.* When the undertaking subject to review under section 106 is proposed by an applicant for Federal assistance or for a Federal permit or license, the applicant may choose to participate in the section 106 process in the manner prescribed in these regulations.

(iii) *Indian tribes.* The Agency Official, the State Historic Preservation Officer, and the Council should be sensitive to the special concerns of Indian tribes in historic preservation issues, which often extend beyond Indian lands to other historic properties. When an undertaking will affect Indian lands, the Agency Official shall invite the governing body of the re-

sponsible tribe to be a consulting party and to concur in any agreement. When an Indian tribe has established formal procedures relating to historic preservation, the Agency Official, State Historic Preservation Officer, and Council shall, to the extent feasible, carry out responsibilities under these regulations consistent with such procedures. An Indian tribe may participate in activities under these regulations in lieu of the State Historic Preservation Officer with respect to undertakings affecting its lands, provided the Indian tribe so requests, the State Historic Preservation Officer concurs, and the Council finds that the Indian tribe's procedures meet the purposes of these regulations. When an undertaking may affect properties of historic value to an Indian tribe on non-Indian lands, the consulting parties shall afford such tribe the opportunity to participate as interested persons. Traditional cultural leaders and other Native Americans are considered to be interested persons with respect to undertakings that may affect historic properties of significance to such persons.

(iv) *The public.* The Council values the views of the public on historic preservation questions and encourages maximum public participation in the section 106 process. The Agency Official, in the manner described below, and the State Historic Preservation Officer should seek and consider the views of the public when taking steps to identify historic properties, evaluate effects, and develop alternatives. Public participation in the section 106 process may be fully coordinated with, and satisfied by, public participation programs carried out by Agency Officials under the authority of the National Environmental Policy Act and other pertinent statutes. Notice to the public under these statutes should adquately inform the public of preservation issues in order to elicit public views on such issues that can then be considered and resolved, when possible, in decisionmaking. Members of the public with interests in an undertaking and its effects on historic properties should be given reasonable opportunity to have an active role in the section 106 process.

§ 800.2 Definitions.

(a) "Act" means the National Historic Preservation Act of 1966, as amended, 16 U.S.C. 470–470w–6.

(b) "Agency Official" means the Federal agency head or a designee with authority over a specific undertaking, including any State or local government official who has been delegated legal responsibility for compliance with section 106 and section 110(f) in accordance with law.

(c) "Area of potential effects" means the geographic area or areas within which an undertaking may cause changes in the character or use of historic properties, if any such properties exist.

(d) "Council" means the Advisory Council on Historic Preservation or a Council member or employee designated to act for the Council.

(e) "Historic property" means any prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion in, the National Register. This term includes, for the purposes of these regulations, artifacts, records, and remains that are related to and located within such properties. The term "eligible for inclusion in the National Register" includes both properties formally determined as such by the Secretary of the Interior and all other properties that meet National Register listing criteria.

(f) "Indian lands" means all lands under the jurisdiction or control of an Indian tribe.

(g) "Indian tribe" means the governing body of any Indian tribe, band, nation, or other group that is recognized as an Indian tribe by the Secretary of the Interior and for which the United States holds land in trust or restricted status for that entity or its members. Such term also includes any Native village corporation, regional corporation, and Native Group established pursuant to the Alaska Native Claims Settlement Act, 43 U.S.C. 1701, *et seq.*

(h) "Interested person" means those organizations and individuals that are concerned with the effects of an undertaking on historic properties.

(i) "Local government" means a city, county, parish, township, municipality, borough, or other general purpose political subdivision of a State.

(j) "National Historic Landmark" means a historic property that the Secretary of the Interior has designated a National Historic Landmark.

(k) "National Register" means the National Register of Historic Places maintained by the Secretary of the Interior.

(l) "National Register Criteria" means the criteria established by the Secretary of the Interior for use in evaluating the eligibility of properties for the National Register (36 CFR Part 60).

(m) "Secretary" means the Secretary of the Interior.

(n) "State Historic Preservation Officer" means the official appointed or designated pursuant to section 101(b)(1) of the Act to administer the State historic preservation program or a representative designated to act for the State Historic Preservation Officer.

(o) "Undertaking" means any project, activity, or program that can result in changes in the character or use of historic properties, if any such historic properties are located in the area of potential effects. The project, activity, or program must be under the direct or indirect jurisdiction of a Federal agency or licensed or assisted by a Federal agency. Undertakings include new and continuing projects, activities, or programs and any of their elements not previously considered under section 106.

Subpart B—The Section 106 Process

§ 800.3 General.

(a) *Scope.* The procedure in this subpart guides Agency Officials, State Historic Preservation Officers, and the Council in the conduct of the section 106 process. Alternative methods of meeting section 106 obligations are found in § 800.7, governing review of undertakings in States that have entered into agreements with the Council for section 106 purposes, and § 800.13, governing Programmatic Agreements with Federal agencies that pertain to specific programs or activities. Under each of these methods, the Council encourages Federal agencies to reach agreement on developing alternatives or measures to avoid or reduce effects on historic properties that meet both the needs of the undertaking and preservation concerns.

(b) *Flexible application.* The Council recognizes that the procedures for the Agency Official set forth in these regulations may be implemented by the Agency Official in a flexible manner relfecting differing program requirements, as long as the purposes of section 106 of the Act and these regulations are met.

(c) *Timing.* Section 106 requires the Agency Official to complete the section 106 process prior to the approval of the expenditure of any Federal funds on the undertaking or prior to the issuance of any license or permit. The Council does not interpret this language to bar an Agency Official from expending funds on or authorizing nondestructive planning activities preparatory to an undertaking before complying with section 106, or to prohibit phased compliance at different stages in planning. The Agency Official should ensure that the section 106 process is initiated early in the planning stages of the undertaking, when the widest feasible range of alternatives is open for consideration. The Agency Official should establish a schedule for completing the section 106 process that is consistent with the planning and approval schedule for the undertaking.

§ 800.4 Identifying historic properties.

(a) *Assessing information needs.* (1) Following a determination by the Agency Official that a proposed project, activity, or program constitutes an undertaking and after establishing the undertaking's area of potential effects, the Agency Official shall:

(i) Review existing information on historic properties potentially affected by the undertaking, including any data concerning the likelihood that undentified historic properties exist in the area of potential effects;

(ii) Request the views of the State Historic Preservation Officer on fur-

ther actions to identify historic properties that may be affected; and

(iii) Seek information in acordance with agency planning processes from local governments, Indian tribes, public and private organizations, and other parties likely to have knowledge of or concerns with historic properties in the area.

(2) Based on this assessment, the Agency Official should determine any need for further actions, such as field surveys and predictive modeling, to identify historic properties.

(b) *Locating historic properties.* In consultation with the State Historic Preservation Officer, the Agency Official shall make a reasonable and good faith effort to identify historic properties that may be affected by the undertaking and gather sufficient information to evaluate the eligibility of these properties for the National Register. Efforts to identify historic properties should follow the Secretary's "Standards and Guidelines for Archeology and Historic Preservation" (48 FR 44716) and agency programs to meet the requirements of section 110(a)(2) of the Act.

(c) *Evaluating historical significance.* (1) In consultation with the State Historic Preservation Officer and following the Secretary's Standards and Guidelines for Evaluation, the Agency Official shall apply the National Register Criteria to properties that may be affected by the undertaking and that have not been previously evaluated for National Register eligibility. The passage of time or changing perceptions of significance may justify reevaluation of properties that were previously determined to be eligible or ineligible.

(2) If the Agency Official and the State Historic Preservation Officer agree that a property is eligible under the criteria, the property shall be considered eligible for the National Register for section 106 purposes.

(3) If the Agency Official and the State Historic Preservation Officer agree that the criteria are not met, the property shall be considered not eligible for the National Register for section 106 purposes.

(4) If the Agency Official and the State Historic Preservation Officer do not agree, or if the Council or the Secretary so request, the Agency Official shall obtain a determination from the Secretary of the Interior pursuant to the applicable National Park Service regulations.

(5) If the State Historic Preservation Officer does not provide views, then the State Historic Preservation Officer is presumed to agree with the Agency Official's determination for the purpose of this subsection.

(d) *When no historic properties are found.* If the Agency Official determines in accordance with § 800.4 paragraphs (a) through (c) that there are no historic properties that may be affected by the undertaking, the Agency Official shall provide documentation of this finding to the State Historic Preservation Officer. The Agency Official should notify interested persons and parties known to be interested in the undertaking and its possible effects on historic properties and make the documentation available to the public. In these circumstances, the Agency Official is not required to take further steps in the section 106 process.

(e) *When historic properties are found.* If there are historic properties that the undertaking may affect, the Agency official shall assess the effects in accordance with § 800.5.

§ 800.5 Assessing effects.

(a) *Applying the Criteria of Effect.* In consultation with the State Historic Preservation Officer, the Agency Official shall apply the Criteria of Effect (§ 800.9(a)) to historic properties that may be affected, giving consideration to the views, if any, of interested persons.

(b) *When no effect is found.* If the Agency Official finds the undertaking will have no effect on historic properties, the Agency Official shall notify the State Historic Preservation Officer and interested persons who have made their concerns known to the Agency Official and document the findings, which shall be available for public inspection. Unless the State Historic Preservation Officer objects within 15 days of receiving such notice, the Agency Official is not required to take any further steps in the section 106 process. If the State Historic Preservation Officer files a timely objection, then the procedures described in § 800.5(c) are followed.

(c) *When an effect is found.* If an effect on historic properties is found, the Agency Official, in consultation with the State Historic Preservation Officer, shall apply the Criteria of Adverse Effect (§ 800.9(b)) to determine whether the effect of the undertaking should be considered adverse.

(d) *When the effect is not considered adverse.* (1) If the Agency Official finds the effect is not adverse, the Agency Official shall:

(i) Obtain the State Historic Preservation Officer's concurrence with the finding and notify and submit to the Council summary documentation, which shall be available for public inspection; or

(ii) Submit the finding with necessary documentation (§ 800.8(a)) to the Council for a 30-day review period and notify the State Historic Preservation Officer.

(2) If the Council does not object to the finding of the Agency Official within 30 days of receipt of notice, or if the Council objects but proposes changes that the Agency Official accepts, the Agency Official is not required to take any further steps in the section 106 process other than to comply with any agreement with the State Historic Preservation Officer or Council concerning the undertaking. If the Council objects and the Agency Official does not agree with changes proposed by the Council, then the effect shall be considered as adverse.

(e) *When the effect is adverse.* If an adverse effect on historic properties is found, the Agency Official shall notify the Council and shall consult with the State Historic Preservation Officer to seek ways to avoid or reduce the effects on historic properties. Either the Agency Official or the State Historic Preservation Officer may request the Council to participate. The Council may participate in the consultation without such a request.

(1) *Involving interested persons.* Interested persons shall be invited to participate as consulting parties as follows when they so request:

(i) The head of a local gover when the undertaking may affe toric properties within the loc ernment's jurisdiction;

(ii) The representative of an tribe in accordance § 800.1(c)(2)(iii);

(iii) Applicants for or hold grants, permits, or licenses owners of affected lands; and

(iv) Other interested persons jointly determined appropriate Agency Official, the State H Preservation Officer, and the C if participating.

(2) *Documentation.* The Agen ficial shall provide each of the c ing parties with the documentat forth in § 800.8(b) and such oth umentation as may be develo the course of consultation.

(3) *Informing the public.* Agency Official shall provide a quate opportunity for members public to receive information a press their views. The Agency C is encouraged to use existing public involvement procedures vide this opportunity. The Age ficial, State Historic Preservatio cer, or the Council may meet w terested members of the public duct a public information meeti this purpose.

(4) *Agreement.* If the Agency C and the State Historic Preser Officer agree upon how the will be taken into account, they execute a Memorandum of Agre When the Council participates consultation, it shall execut Memorandum of Agreement with the Agency Official and the Historic Preservation Officer. the Council has not participa consultation, the Memorandu Agreement shall be submitted Council for comment in acco with § 800.6(a). As appropriat Agency Official, the State H Preservation Officer, and the C if participating, may agree to other consulting parties to con the agreement.

(5) *Amendments.* The Agency cial, the State Historic Prese Officer, and the Council, if it signatory to the original agre may subsequently agree to an a

(b) The Council may request the Secretary under section 213 of the Act to provide a report to the Council detailing the significance of the property, describing the effects of the undertaking on the property, and recommending measures to avoid, minimize, or mitigate adverse effects; and

(c) The Council shall report its comments, including Memoranda of Agreement, to the President, the Congress, the Secretary, and the head of the agency responsible for the undertaking.

[51 FR 31118, Sept. 2, 1986; 52 FR 25376, July 7, 1987]

§ 800.11 Properties discovered during implementation of an undertaking.

(a) *Planning for discoveries.* When the Agency Official's identification efforts in accordance with § 800.4 indicate that historic properties are likely to be discovered during implementation of an undertaking, the Agency Official is encouraged to develop a plan for the treatment of such properties if discovered and include this plan in any documentation prepared to comply with § 800.5.

(b) *Federal agency responsibilities.* (1) When an Agency Official has completed the section 106 process and prepared a plan in accordance with § 800.11(a), the Agency Official shall satisfy the requirements of section 106 concerning properties discovered during implementation of an undertaking by following the plan.

(2) When an Agency Official has completed the section 106 process without preparing a plan in accordance with § 800.11(a) and finds after beginning to carry out the undertaking that the undertaking will affect a previously unidentified property that may be eligible for inclusion in the National Register, or affect a known historic property in an unanticipated manner, the Agency Official shall afford the Council an opportunity to comment by choosing one of the following courses of action:

(i) Comply with § 800.6;

(ii) Develop and implement actions that take into account the effects of the undertaking on the property to the extent feasible and the comments from the State Historic Preservation Officer and the Council pursuant to § 800.11(c); or

(iii) If the property is principally of archeological value and subject to the requirements of the Archeological and Historic Preservation Act, 16 U.S.C. 469(a)–(c), comply with that Act and implementing regulations instead of these regulations.

(3) Section 106 and these regulations do not require the Agency Official to stop work on the undertaking. However, depending on the nature of the property and the undertaking's apparent effects on it, the Agency Official should make reasonable efforts to avoid or minimize harm to the property until the requirements of this section are met.

(c) *Council comments.* (1) When comments are requested pursuant to § 800.11(b)(2)(i), the Council will provide its comments in a time consistent with the Agency Official's schedule, regardless of longer time periods allowed by these regulations for Council review.

(2) When an Agency Official elects to comply with § 800.11(b)(2)(ii), the Agency Official shall notify the State Historic Preservation Officer and the Council at the earliest possible time, describe the actions proposed to take effects into account, and request the Council's comments. The Council shall provide interim comments to the Agency Official within 48 hours of the request and final comments to the Agency Official within 30 days of the request.

(3) When an Agency Official complies with § 800.11(b)(2)(iii), the Agency Official shall provide the State Historic Preservation Officer an opportunity to comment on the work undertaken and provide the Council with a report on the work after it is undertaken.

(d) *Other considerations.* (1) When a newly discovered property has not previously been included in or determined eligible for the National Register, the Agency Official may assume the property to be eligible for purposes of section 106.

(2) When a discovery occurs and compliance with this section is necessary on lands under the jurisdiction of an Indian tribe, the Agency Official shall consult with the Indian tribe during implementation of this section's requirements.

§ 800.12 Emergency undertakings.

(a) When a Federal agency head proposes an emergency action and elects to waive historic preservation responsibilities in accordance with 36 CFR 78.3, the Agency Official may comply with the requirements of 36 CFR Part 78 in lieu of these regulations. An Agency Official should develop plans for taking historic properties into account during emergency operations. At the request of the Agency Official, the Council will assist in the development of such plans.

(b) When an Agency Official proposes an emergency undertaking as an essential and immediate response to a disaster declared by the President or the appropriate Governor, and § 800.12(a) does not apply, the Agency Official may satisfy section 106 by notifying the Council and the appropriate State Historic Preservation Officer of the emergency undertaking and affording them an opportunity to comment within seven days if the Agency Official considers that circumstances permit.

(c) For the purposes of activities assisted under Title I of the Housing and Community Development Act of 1974, as amended, § 800.12(b) also applies to an imminent threat to public health or safety as a result of natural disaster or emergency declared by a local government's chief executive officer or legislative body, provided that if the Council or the State Historic Preservation Officer objects, the Agency Official shall comply with §§ 800.4 through 800.6.

(d) This section does not apply to undertakings that will not be implemented within 30 days after the disaster or emergency. Such undertakings shall be reviewed in accordance with §§ 800.4 through 800.6.

[51 FR 31118, Sept. 2, 1986; 52 FR 25376, July 7, 1987]

§ 800.13 Programmatic Agreements.

(a) *Application.* An Agency Official may elect to fulfill an agency's section 106 responsibilities for a particular program, a large or complex project, or a class of undertakings that would otherwise require numerous individual requests for comments through a Programmatic Agreement. Programmatic Agreements are appropriate for programs or projects:

(1) When effects on historic properties are similar and repetitive or are multi-State or national in scope;

(2) When effects on historic properties cannot be fully determined prior to approval;

(3) When non-Federal parties are delegated major decisionmaking responsibilities;

(4) That involve development of regional or land-management plans; or

(5) That involve routine management activities at Federal installations.

(b) *Consultation process.* The Council and the Agency Official shall consult to develop a Programmatic Agreement. When a particular State is affected, the appropriate State Historic Preservation Officer shall be a consulting party. When the agreement involves issues national in scope, the President of the National Conference of State Historic Preservation Officers or a designated representative shall be invited to be a consulting party by the Council. The Council and the Agency Official may agree to invite other Federal agencies or others to be consulting parties or to participate, as appropriate.

(c) *Public involvement.* The Council, with the assistance of the Agency Official, shall arrange for public notice and involvement appropriate to the subject matter and the scope of the program. Views from affected units of State and local government, Indian tribes, industries, and organizations will be invited.

(d) *Execution of the Programmatic Agreement.* After consideration of any comments received and reaching final agreement, the Council and the Agency Official shall execute the agreement. Other consulting parties may sign the Programmatic Agreement as appropriate.

(e) *Effect of the Programmatic Agreement.* An approved Programmatic Agreement satisfies the Agency's section 106 responsibilities for all individual undertakings carried out in accord-

ance with the agreement until it expires or is terminated.

(f) *Notice.* The Council shall publish notice of an approved Programmatic Agreement in the FEDERAL REGISTER and make copies readily available to the public.

(g) *Failure to carry out a Programmatic Agreement.* If the terms of a Programmatic Agreement are not carried out or if such an agreement is terminated, the Agency Official shall comply with §§ 800.4 through 800.6 with regard to individual undertakings covered by the agreement.

§ 800.14 Coordination with other authorities.

To the extent feasible, Agency Officials, State Historic Preservation Officers, and the Council should encourage coordination of implementation of these regulations with the steps taken to satisfy other historic preservation and environmental authorities by:

(a) Integrating compliance with these regulations with the processes of environmental review carried out pursuant to the National Environmental Policy Act, and coordinating any studies needed to comply with these regulations with studies of related natural and social aspects;

(b) Designing determinations and agreements to satisfy the terms not only of section 106 and these regulations, but also of the requirements of such other historic preservation authorities as the Archeological and Historic Preservation Act, the Archeological Resources Protection Act, section 110 of the National Historic Preservation Act, and section 4(f) of the Department of Transportation Act, as applicable, so that a single document can be used for the purposes of all such authorities;

(c) Designing and executing studies, surveys, and other information-gathering activities for planning and undertaking so that the resulting information and data is adequate to meet the requirements of all applicable Federal historic preservation authorities; and

(d) Using established agency public involvement processes to elicit the views of the concerned public with regard to an undertaking and its effects on historic properties.

§ 800.15 Counterpart regulations.

In consultation with the Council, agencies may develop counterpart regulations to carry out the section 106 process. When concurred in by the Council, such counterpart regulations shall stand in place of these regulations for the purposes of the agency's compliance with section 106.

PART 801—HISTORIC PRESERVATION REQUIREMENTS OF THE URBAN DEVELOPMENT ACTION GRANT PROGRAM

Sec.

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APPENDIX 1—IDENTIFICATION OF PROPERTIES: GENERAL

APPENDIX 2—SPECIAL PROCEDURES FOR IDENTIFICATION AND CONSIDERATION OF ARCHEOLOGICAL PROPERTIES IN AN URBAN CONTEXT

AUTHORITY: Pub. L. 89-665, 80 Stat. 915 (16 U.S.C. 470); Pub. L. 94-422, 90 Stat. 1320 (16 U.S.C. 470(i)); Pub. L. 96-399, 94 Stat. 1619 (42 U.S.C. 5320).

SOURCE: 46 FR 42428, Aug. 20, 1981, unless otherwise noted.

§ 801.1 Purpose and authorities.

(a) These regulations are required by section 110(c) of the Housing and Community Development Act of 1980 (HCDA) (42 U.S.C. 5320) and apply only to projects proposed to be funded by the Department of Housing and Urban Development (HUD) under the Urban Development Action Grant (UDAG) Program authorized by Title I of the Housing and Community Development Act of 1974, as amended (42 U.S.C. 5301). These regulations establish an expedited process for obtaining the comments of the Council specifically for the UDAG program and, except as specifically provided, substitute for the Council's regulations for

the "Protection of Historic and Cultural Properties" (36 CFR Part 800).

(b) Section 110(c) of the HCDA of 1980 requires UDAG applicants to: (1) Identify all properties, if any, which are included in the National Register of Historic Places and which will be affected by the project for which the application is made; (2) identify all other properties, if any, which will be affected by such project and which, as determined by the applicant, may meet the Criteria established by the Secretary of the Interior for inclusion in the National Register (36 CFR 60.6); and (3) provide a description of the effect, as determined by the applicant, of the project on properties identified pursuant to (1) and (2). If the applicant determines that such properties are affected, the Act requires that the information developed by the applicant must be forwarded to the appropriate State Historic Preservation Officer (SHPO) for review and to the Secretary of the Interior for a determination as to whether the affected properties are eligible for inclusion in the National Register.

(c) Section 106 of the National Historic Preservation Act of 1966, as amended (16 U.S.C. 470), requires the head of any Federal agency with jurisdiction over a Federal, federally assisted or federally licensed undertaking that affects a property included in or eligible for inclusion in the National Register of Historic Places to take into account the effect of the undertaking on such property and afford the Council a reasonable opportunity to comment. Under the UDAG program, applicants assume the status of a Federal agency for purposes of complying with section 106.

§ 801.2 Definitions.

The terms defined in 36 CFR 800.2 shall be used in conjunction with this regulation. Furthermore, as used in these regulations:

(a) "Urban Development Action Grant (UDAG) Program" means the program of the Department of Housing and Urban Development (HUD) authorized by Title I of the Housing and Community Development Act (HCDA) of 1977 (42 U.S.C. 5318) to assist revitalization efforts in distressed cities and urban counties which require increased public and private investment.

(b) "Applicant" means cities and urban counties or Pocket of Poverty Communities which meet the criteria at 24 CFR 570.453. Except as specifically provided below, applicants rather than the Secretary of HUD must comply with these regulations.

(c) "Project" means a commercial, industrial, and/or neighborhood project supported by the UDAG program of the Department of HUD, as defined in 24 CFR 570.451(g). A project includes the group of integrally related public and private activities described in the grant application which are to be carried out to meet the objectives of the action grant program and consists of all action grant funded activities together with all non-action grant funded activities. A project is an "undertaking" as defined in 36 CFR 800.2(c).

(d) "State Historic Preservation Officer Review Period" is a 45 day period provided to the appropriate State Historic Preservation Officer by section 110(c) of the Housing and Community Development Act (HCDA) of 1980 for comment on the formal submission by the applicant of data on properties listed in the National Register which may meet the Criteria and which will be affected by the proposed UDAG project. This period does not include any period during which the applicant seeks information from the State Historic Preservation Officer to assist the applicant in identifying properties, determining whether a property meets the Criteria for listing in the National Register of Historic Places and determining whether such property is affected by the project.

(e) "Secretary of the Interior Determination Period" is a 45 day period provided by section 110(c) of the HCDA of 1980 for a determination to whether the identified properties are eligible for inclusion in the National Register.

§ 801.3 Applicant responsibilities.

As early as possible before the applicant makes a final decision concerning a project and in any event prior

NATIONAL TRAILS SYSTEM ACT
Public Law 90-543
(16 U.S.C. 1241 et seq.)
as amended
through P.L. 100-192, December 16, 1987

AN ACT

To establish a national trails system, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SHORT TITLE

SECTION 1. This Act may be cited as the "National Trails System Act".

STATEMENT OF POLICY

SEC. 2. (a) In order to provide for the ever-increasing outdoor recreation needs of an expanding population and in order to promote the preservation of, public access to, travel within, and enjoyment and appreciation of the open-air, outdoor areas and historic resources of the Nation, trails should be established (i) primarily, near the urban areas of the Nation, and (ii) secondarily, within scenic areas and along historic travel routes of the Nation which are often more remotely located.

(b) The purpose of this Act is to provide the means for attaining these objectives by instituting a national system of recreation, scenic and historic trails, by designating the Appalachian Trail and the Pacific Crest Trail as the initial components of that system, and by prescribing the methods by which, and standards according to which, additional components may be added to the system.

(c) The Congress recognizes the valuable contributions that volunteers and private, nonprofit trail groups have made to the development and maintenance of the Nation's trails. In recognition of these contributions, it is further the purpose of this Act to encourage and assist volunteer citizen involvement in the planning, development, maintenance, and management, where appropriate, of trails.

NATIONAL TRAILS SYSTEM

SEC. 3. (a) The national system of trails shall be composed of the following:

(1) National recreation trails, established as provided in section 4 of this Act, which will provide a variety of outdoor recreation uses in or reasonably accessible to urban areas.

(2) National scenic trails, established as provided in section 5 of this Act, which will be extended trails so located as to provide for maximum outdoor recreation potential and for the conservation and enjoyment of the nationally significant scenic, historic, natural, or cultural qualities of the areas through which such trails may pass. National scenic trails may be located so as to represent desert, marsh, grassland, mountain, canyon, river, forest, and other areas, as well as landforms which exhibit significant characteristics of the physiographic regions of the Nation.

(3) National historic trails, established as provided in section 5 of this Act, which will be extended trails which follow as closely as possible and practicable the original trails or routes of travel of national historic significance. Designation of such trails or routes shall be continuous, but the established or developed trail, and the acquisition thereof, need not be continuous on-site. National historic trails shall have as their purpose the identification and protection of the historic route and its historic remnants and artifacts for public use and enjoyment. Only those selected land and water based components of a historic trail which are on federally owned lands and which meet the national historic trail criteria established in this Act are included as Federal protection components of a national historic trail. The appropriate Secretary may certify other lands as protected segments of a historic trail upon application from State or local governmental agencies or private interests involved if such segments meet the national historic trail criteria established in this Act and such criteria supplementary thereto as the appropriate Secretary may prescribe, and are administered by such agencies or interests without expense to the United States.

(4) Connecting or side trails, established as provided in section 6 of this Act, which will provide additional points of public access to national recreation, national scenic or national historic trails or which will provide connections between such trails.

The Secretary of the Interior and the Secretary of Agriculture, in consultation with appropriate governmental agencies and public and private organizations, shall establish a uniform marker for the national trails system.

(b) For purposes of this section, the term 'extended trails' means trails or trail segments which total at least one hundred miles in length, except that historic trails of less than one hundred miles may be designated as extended trails. While it is desirable that extended trails be continuous, studies of such trails may conclude that it is feasible to propose one or more trail segments which, in the aggregate, constitute at least one hundred miles in length.

(c) On October 1, 1982, and at the beginning of each odd numbered fiscal year thereafter, the Secretary of the Interior shall submit to the Speaker of

the United States House of Representatives and to the President of the United States Senate, an initial and revised (respectively) National Trails System plan. Such comprehensive plan shall indicate the scope and extent of a completed nationwide system of trails, to include (1) desirable nationally significant scenic and historic components which are considered necessary to complete a comprehensive national system, and (2) other trails which would balance out a complete and comprehensive nationwide system of trails. Such plan, and the periodic revisions thereto, shall be prepared in full consultation with the Secretary of Agriculture, the Governors of the various States, and the trails community.

NATIONAL RECREATION TRAILS

SEC. 4. (a) The Secretary of the Interior, or the Secretary of Agriculture where lands administered by him are involved, may establish and designate national recreation trails, with the consent of the Federal agency, State, or political subdivision having jurisdication over the lands involved, upon finding that--

(i) such trails are reasonably accessible to urban areas, and, or

(ii) such trails meet the criteria established in this Act and such supplementary criteria as he may prescribe.

(b) As provided in this section, trails within park, forest, and other recreation areas administered by the Secretary of the Interior or the Secretary of Agriculture or in other federally administered areas may be established and designated as "National Recreation Trails" by the appropriate Secretary and, when no Federal land acquisition is involved--

(i) trails in or reasonably accessible to urban areas may be designated as "National Recreation Trails" by the appropriate Secretary with the consent of the States, their political subdivisions, or other appropriate administering agencies;

(ii) trails within park, forest, and other recreation areas owned or administered by States may be designated as "National Recreation Trails" by the appropriate Secretary with the consent of the State; and

(iii) trails on privately owned lands may be designated 'National Recreation Trails' by the appropriate Secretary with the written consent of the owner of the property involved.

NATIONAL SCENIC AND NATIONAL HISTORIC TRAILS

SEC. 5. (a) National scenic and national historic trails shall be authorized and designated only by Act of Congress. There are hereby established the following National Scenic and National Historic Trails:

(1) The Appalachian National Scenic Trail, a trail of approximately two thousand miles extending generally along the Appalachian Mountains from Mount Katahdin, Maine, to Springer Mountain, Georgia. Insofar as practicable, the right-of-way for such trail shall comprise the trail depicted on the maps identified as "Nationwide System of Trails, Proposed Appalachian Trail, NST-AT-101-May 1967", which shall be on file and available for public inspection in the office of the Director of the National Park Service. Where practicable, such rights-of-way shall include lands protected for it under agreements in effect as of the date of enactment of this Act, to which Federal agencies and States were parties. The Appalachian Trail shall be administered primarily as a footpath by the Secretary of the Interior, in consultation with the Secretary of Agriculture

(2) The Pacific Crest National Scenic Trail, a trail of approximately two thousand three hundred fifty miles, extending from the Mexican-California border northward generally along the mountain ranges of the west coast States to the Canadian-Washington border near Lake Ross, following the route as generally depicted on the map, identified as "Nationwide System of Trails, Proposed Pacific Crest Trail, NST-PC-103-May 1967" which shall be on file and available for public inspection in the office of the Chief of the Forest Service. The Pacific Crest Trail shall be administered by the Secretary of Agriculture, in consultation with the Secretary of the Interior.

(3) The Oregon National Historic Trail, a route of approximately two thousand miles extending from near Independence, Missouri, to the vicinity of Portland, Oregon, following a route as depicted on maps identified as 'Primary Route of the Oregon Trail 1841-1848', in the Department of the Interior's Oregon Trail study report dated April 1977, and which shall be on file and available for public inspection in the office of the Director of the National Park Service. The trail shall be administered by the Secretary of the Interior.

(4) The Mormon Pioneer National Historic Trail, a route of approximately one thousand three hundred miles extending from Nauvoo, Illinois, to Salt Lake City, Utah, following the primary historical route of the Mormon Trail as generally depicted on a map, identified as, 'Mormon Trail Vicinity Map, figure 2' in the Department of the Interior Mormon Trail study report dated March 1977, and which shall be on file and available for public inspection in the office of the Director, National Park Service, Washington, D.C. The trail shall be administered by the Secretary of the Interior.

(5) The Continental Divide National Scenic Trail, a trail of approximately thirty-one hundred miles, extending from the Montana-Canada border to the New Mexico-Mexico border, following the approximate route depicted on the map, identified as 'Proposed Continental Divide National Scenic Trail' in the Department of the Interior Continental Divide Trail study report dated March 1977 and which shall be on file and available for public inspection in the office of the

Chief, Forest Service, Washington, D.C. The Continental Divide National Scenic Trail shall be administered by the Secretary of Agriculture in consultation with the Secretary of the Interior. Notwithstanding the provisions of section 7(c), the use of motorized vehicles on roads which will be designated segments of the Continental Divide National Scenic Trail shall be permitted in accordance with regulations prescribed by the appropriate Secretary.

(6) The Lewis and Clark National Historic Trail, a trail of approximately three thousand seven hundred miles, extending from Wood River, Illinois, to the mouth of the Columbia River in Oregon, following the outbound and inbound routes of the Lewis and Clark Expedition depicted on maps identified as, 'Vicinity Map, Lewis and Clark Trail' study report dated April 1977. The map shall be on file and available for public inspection in the office of the Director, National Park Service, Washington, D.C. The trail shall be administered by the Secretary of the Interior.

(7) The Iditarod National Historic Trail, a route of approximately two thousand miles extending from Seward, Alaska, to Nome, Alaska, following the routes as depicted on maps identified as 'Seward-Nome Trail', in the Department of the Interior's study report entitled 'The Iditarod Trail (Seward-Nome Route) and other Alaskan Gold Rush Trails' dated September 1977. The map shall be on file and available for public inspection in the office of the Director, National Park Service, Washington, D.C. The trail shall be administered by the Secretary of the Interior.

(8) The North Country National Scenic Trail, a trail of approximately thirty-two hundred miles, extending from eastern New York State to the vicinity of Lake Sakakawea in North Dakota, following the approximate route depicted on the map identified as 'Proposed North Country Trail-Vicinity Map' in the Department of the Interior 'North Country Trail Report', dated June 1975. The map shall be on file and available for public inspection in the office of the Director, National Park Service, Washington, District of Columbia. The trail shall be administered by the Secretary of the Interior.

(9) The Overmountain Victory National Historic Trail, a system totaling approximately two hundred seventy-two miles of trail with routes from the mustering point near Abingdon, Virginia, to Sycamore Shoals (near Elizabethton, Tennessee); from Sycamore Shoals to Quaker Meadows (near Morganton, North Carolina); from the mustering point in Surry County, North Carolina, to Quaker Meadows; and from Quaker Meadows to Kings Mountain, South Carolina, as depicted on the map identified as Map 3--Historic Features--1780 in the draft study report entitled 'Overmountain Victory Trail' dated December 1979. The map shall be on file and available for public inspection in the Office of the Director, National Park Service, Washington, District of Columbia. The trail shall be administered by the Secretary of the Interior.

(10) The Ice Age National Scenic Trail, a trail of approximately one thousand miles, extending from Door County, Wisconsin, to Interstate Park in Saint Croix County, Wisconsin, generally following the route described in "On the Trail of the Ice Age--A Hiker's and Biker's Guide to Wisconsin's Ice Age National Scientific Reserve and Trail", by Henry S. Reuss, Member of Congress, dated 1980. The guide and maps shall be on file and available for public inspection in the Office of the Director, National Park Service, Washington, District of Columbia. Overall administration of the trail shall be the responsibility of the Secretary of the Interior pursuant to section 5(d) of this Act. The State of Wisconsin, in consultation with the Secretary of the Interior, may, subject to the approval of the Secretary, prepare a plan for the management of the trail which shall be deemed to meet the requirements of section 5(e) of this Act. Notwithstanding the provisions of section 7(c), snowmobile use may be permitted on segments of the Ice Age National Scenic Trail where deemed appropriate by the Secretary and the managing authority responsible for the segment.

[NOTE: The indented portion that follows was included in the legislation adding the Ice Age National Scenic Trail to the System (P.L. 96-370), but not as an amendment to P.L. 90-543.]

SEC. 2. Authorizations of moneys to be appropriated under this Act shall be effective on October 1, 1981. Notwithstanding any other provisior of this Act, authority to enter into contracts, to incur obligations, or t make payments under this Act shall be effective only to the extent, and in such amounts, as are provided in advance in appropriation Acts.

(11) The Potomac Heritage National Scenic Trail, a corridor of approximately seven hundred and four miles following the route as generally depicted on the map identified as 'National Trails System, Proposed Potomac Heritage Trail' in 'The Potomac Heritage Trail', a report prepared by the Department of the Interior and dated December 1974, except that no designation of the trail shall be made in the State of West Virginia. The map shall be on file and available for public inspection in the office of the Director of the National Park Service, Washington, District of Columbia. The trail shall initially consist of only those segments of the corridor located within the exterior boundaries of federally administered areas. No lands or interests therein outside the exterior boundaries of any federally administered area may be acquired by the Federal Government for the Potomac Heritage Trail. The Secretary of the Interior may designate lands outside of federally administered areas as segments of the trail, only upon application from the States or local governmental agencies involved, if such segments meet the criteria established in this Act and are administered by such agencies without expense to the United States. The trail shall be administered by the Secretary of the Interior.

(12) The Natchez Trace National Scenic Trail, a trail system of approximately six hundred and ninety-four miles extending from Nashville, Tennessee, to Natchez, Mississippi, as depicted on the map entitled 'Concept Plan, Natchez Trace Trails Study' in 'The Natchez Trace', a report prepared by the Department of the Interior and dated August 1979. The map shall be on file and available for public inspection in the office of the Director of the National Park Service, Department of the Interior, Washington, District of Columbia. The trail shall be administered by the Secretary of the Interior.

(13) The Florida National Scenic Trail, a route of approximately thirteen hundred miles extending through the State of Florida as generally depicted in 'The Florida Trail', a national scenic trail study draft report prepared by the Department of the Interior and dated February 1980. The report shall be on file and available for public inspection in the office of the Chief of the Forest Service, Washington, District of Columbia. No lands or interests therein outside the exterior boundaries of any federally administered area may be acquired by the Federal Government for the Florida Trail except with the consent of the owner thereof. The Secretary of Agriculture may designate lands outside of federally administered areas as segments of the trail, only upon application from the States or local governmental agencies involved, if such segments meet the criteria established in this Act and are administered by such agencies without expense to the United States. The trail shall be administered by the Secretary of Agriculture.

(14) The Nez Perce National Historic Trail, a route of approximately eleven hundred and seventy miles extending from the vicinity of Wallowa Lake, Oregon, to Bear Paw Mountain, Montana, as generally depicted in 'Nez Perce (Nee-Me-Poo) Trail Study Report' prepared by the Department of Agriculture and dated March 1982. The report shall be on file and available for public inspection in the Office of the Chief of the Forest Service, Washington, District of Columbia. The trail shall be administered by the Secretary of Agriculture. No lands or interests therein outside the exterior boundaries of any federally administered area may be acquired by the Federal Government for the Nez Perce National Historic Trail. The Secretary of Agriculture may designate lands outside of federally administered areas as segments of the trail upon application from the States or local governmental agencies involved if such segments meet the criteria established in this Act and are administered by such agencies without expense to the United States. So that significant route segments and sites recognized as associated with the Nez Perce Trail may be distinguished by suitable markers, the Secretary of Agriculture is authorized to accept the donation of suitable markers for placement at appropriate locations. Any such markers associated with the Nez Perce Trail which are to be located on lands administered by any other department or agency of the United States may be placed on such lands only with the concurrence of the head of such department or agency.

(15) The Santa Fe National Historic Trail, a trail of approximately 950 miles from a point near Old Franklin, Missouri, through Kansas, Oklahoma, and Colorado to Santa Fe, New Mexico, as generally depicted on a map entitled "The Santa Fe Trail" contained in the Final Report of the Secretary of the Interior pursuant to subsection (b) of this section, dated July 1976. The map shall be on file and available for public inspection in the office of the Director of the National Park Service, Washington, District of Columbia. The trail shall be administered by the Secretary of the Interior. No lands or interests therein outside the exterior boundaries of any federally administered area may be acquired by the Federal Government for the Santa Fe Trail except with the consent of the owner thereof. Before acquiring any easement or entering into any cooperative agreement with a private landowner with respect to the trail, the Secretary shall notify the landowner of the potential liability, if any, for injury to the public resulting from physical conditions which may be on the landowner's land. The United States shall not be held liable by reason of such notice or failure to provide such notice to the landowner. So that significant route segments and sites recognized as associated with the Santa Fe Trail may be distinguished by suitable markers, the Secretary of the Interior is authorized to accept the donation of suitable markers for placement at appropriate locations.

(16)(A) The Trail of Tears National Historic Trail, a trail consisting of water routes and overland routes traveled by the Cherokee Nation during its removal from ancestral lands in the East to Oklahoma during 1838 and 1839, generally located within the corridor described through portions of Georgia, North Carolina, Alabama, Tennessee, Kentucky, Illinois, Missouri, Arkansas, and Oklahoma in the final report of the Secretary of the Interior prepared pursuant to subsection (b) of this section entitled "Trail of Tears" and dated June 1986. Maps depicting the corridor shall be on file and available for public inspection in the Office of the National Park Service, Department of the Interior. The trail shall be administered by the Secretary of the Interior. No lands or interests therein outside the exterior boundaries of any federally administered area may be acquired by the Federal Government for the Trail of Tears except with the consent of the owner thereof.

(B) In carrying out his responsibilities pursuant to subsections 5(f) and 7(c) of this Act, the Secretary of the Interior shall give careful consideration to the establishment of appropriate interpretive sites for the Trail of Tears in the vicinity of Hopkinsville, Kentucky, Fort Smith, Arkansas, Trail of Tears State Park, Missouri, and Tahlequah, Oklahoma.

(b) The Secretary of the Interior, through the agency most likely to administer such trail, and the Secretary of Agriculture where lands administered by him are involved, shall make such additional studies as are herein or may hereafter be authorized by the Congress for the purpose of determining the feasibility and desirability of designating other trails as national scenic or national historic trails. Such studies shall be made in consultation with the heads of other Federal agencies administering lands through which such additional proposed trails would pass and in cooperation with interested interstate, State, and local governmental agencies, public and private organizations, and landowners and land users concerned. The feasibility of designating a trail shall be determined on the basis of an evaluation of whether or not it is physically possible to develop a trail along a route being studied, and whether the development of a trail would be financially feasible. The studies listed in subsection (c) of this section shall be completed and submitted to the Congress, with recommendations as to the suitability of trail designation, not later than three complete fiscal years from the date of enactment of their addition to this subsection, or from the date of enactment of this sentence, whichever is later. Such studies, when submitted, shall be printed as a House or Senate document, and shall include, but not be limited to:

(1) the proposed route of such trail (including maps and illustrations);

(2) the areas adjacent to such trails, to be utilized for scenic, historic, natural, cultural, or developmental, purposes;

(3) the characteristics which, in the judgment of the appropriate Secretary, make the proposed trail worthy of designation as a national scenic or national historic trail; and in the case of national historic trails the report shall include the recommendation of the Secretary of the Interior's National Park System Advisory Board as to the national historic significance based on the criteria developed under the Historic Sites Act of 1935 (40 Stat. 666; 16 U.S.C. 461);

(4) the current status of land ownership and current and potential use along the designated route;

(5) the estimated cost of acquisition of lands or interest in lands, if any;

(6) the plans for developing and maintaining the trail and the cost thereof;

(7) the proposed Federal administering agency (which, in the case of a national scenic trail wholly or substantially within a national forest, shall be the Department of Agriculture);

(8) the extent to which a State or its political subdivisions and public and private organizations might reasonably be expected to participate in acquiring the necessary lands and in the administration thereof;

(9) the relative uses of the lands involved, including: the number of anticipated visitor-days for the entire length of, as well as for segments of, such trail; the number of months which such trail, or segments thereof, will be open for recreation purposes; the economic and social benefits which might accrue from alternate land uses; and the estimated man-years of civilian employment and expenditures expected for the purposes of maintenance, supervision, and regulation of such trail;

(10) the anticipated impact of public outdoor recreation use on the preservation of a proposed national historic trail and its related historic and archeological features and settings, including the measures proposed to ensure evaluation and preservation of the values that contribute to their national historic significance; and

(11) To qualify for designation as a national historic trail, a trail must meet all three of the following criteria:

(A) It must be a trail or route established by historic use and must be historically significant as a result of that use. The route need not currently exist as a discernible trail to qualify, but its location

must be sufficiently known to permit evaluation of public recreation and historical interest potential. A designated trail should generally accurately follow the historic route, but may deviate somewhat on occasion of necessity to avoid difficult routing through subsequent development, or to provide some route variations offering a more pleasurable recreational experience. Such deviations shall be so noted on site. Trail segments no longer possible to travel by trail due to subsequent development as motorized transportation routes may be designated and marked onsite as segments which link to the historic trail.

(B) It must be of national significance with respect to any of several broad facets of American history, such as trade and commerce, exploration, migration and settlement, or military campaigns. To qualify as nationally significant, historic use of the trail must have had a far reaching effect on broad patterns of American culture. Trails significant in the history of native Americans may be included.

(C) It must have significant potential for public recreational use or historical interest based on historic interpretation and appreciation. The potential for such use is generally greater along roadless segments developed as historic trails and at historic sites associated with the trail. The presence of recreation potential not related to historic appreciation is not sufficient justification for designation under this category.

(c) The following routes shall be studied in accordance with the objectives outlined in subsection (b) of this section.

(1) Continental Divide Trail, a three-thousand-one-hundred-mile trail extending from near the Mexican border in southwestern New Mexico northward generally along the Continental Divide to the Canadian border in Glacier National Park.

(2) Potomac Heritage Trail, an eight-hundred-and-twenty-five-mile trail extending generally from the mouth of the Potomac River to its sources in Pennsylvania and West Virginia including the one-hundred-and-seventy-mile Chesapeake and Ohio Canal towpath.

(3) Old Cattle Trails of the Southwest from the vicinity of San Antonio, Texas, approximately eight hundred miles through Oklahoma via Baxter Springs and Chetopa, Kansas, to Fort Scott, Kansas, including the Chisholm Trail, from the vicinity of San Antonio or Cuero, Texas, approximately eight hundred miles north through Oklahoma to Abilene, Kansas.

(4) Lewis and Clark Trail, from Wood River, Illinois, to the Pacific Ocean in Oregon, following both the outbound and inbound routes of the Lewis and Clark Expedition.

(5) Natchez Trace, from Nashville, Tennessee, approximately six hundred miles to Natchez, Mississippi.

(6) North Country Trail, from the Appalachian Trail in Vermont, approximately three thousand two hundred miles through the States of New York, Pennsylvania, Ohio, Michigan, Wisconsin, and Minnesota, to the Lewis and Clark Trail in North Dakota.

(7) Kittanning Trail from Shirleysburg in Huntingdon County to Kittanning, Armstrong County, Pennsylvania.

(8) Oregon Trail, from Independence, Missouri, approximately two thousand miles to near Fort Vancouver, Washington.

(9) Santa Fe Trail, from Independence, Missouri, approximately eight hundred miles to Santa Fe, New Mexico.

(10) Long Trail extending two hundred and fifty-five miles from the Massachusetts border northward through Vermont to the Canadian border.

(11) Mormon Trail, extending from Nauvoo, Illinois, to Salt Lake City, Utah, through the States of Iowa, Nebraska, and Wyoming.

(12) Gold Rush Trails in Alaska.

(13) Mormon Battalion Trail, extending two thousand miles from Mount Pisgah, Iowa, through Kansas, Colorado, New Mexico, and Arizona to Los Angeles, California.

(14) El Camino Real from St. Augustine to San Mateo, Florida, approximately 20 miles along the southern boundary of the St. Johns River from Fort Caroline National Memorial to the St. August National Park Monument.

(15) Bartram Trail, extending through the States of Georgia, North Carolina, South Carolina, Alabama, Florida, Louisiana, Mississippi, and Tennessee.

(16) Daniel Boone Trail, extending from the vicinity of Statesville, North Carolina, to Fort Boonesborough State Park, Kentucky.

(17) Desert Trail, extending from the Canadian border through parts of Idaho, Washington, Oregon, Nevada, California, and Arizona, to the Mexican border.

(18) Dominguez-Escalante Trail, extending approximately two thousand miles along the route of the 1776 expedition led by Father Francisco Atanasio Dominguez and Father Silvestre Velez de Escalante, originating in Santa Fe, New Mexico; proceeding northwest along the San Juan, Dolores, Gunnison, and White Rivers in Colorado, thence westerly to Utah Lake; thence southward to Arizona and returning to Santa Fe.

(19) Florida Trail, extending north from Everglade National Park, including the Big Cypress Swamp, the Kissimme Prairie, the Withlacoochee State Forest, Ocala National Forest, Osceola National Forest, and Black Water River State Forest, said completed trail to be approximately one thousand three hundred miles along, of which over four hundred miles of trail have already been built.

(20) Indian Nations Trail, extending from the Red River in Oklahoma approximately two hundred miles northward through the former Indian nations to the Oklahoma-Kansas boundary line.

(21) Nez Perce Trail extending from the vicinity of Wallowa Lake, Oregon, to Bear Paw Mountain, Montana.

(22) Pacific Northwest Trail, extending approximately one thousand miles from the Continental Divide in Glacier National Park, Montana, to the Pacific Ocean beach of Olympic National Park, Washington, by way of --

(A) Flathead National Forest and Kootenai National Forest in the State of Montana;

(B) Kaniksu National Forest in the State of Idaho; and

(C) Colville National Forest, Okanogan National Forest, Pasayten Wilderness Area, Ross Lake National Recreation Area, North Cascades National Park, Mount Baker, the Skagit River, Deception Pass, Whidbey Island, Olympic National Forest, and Olympic National Park in the State of Washington.

(23) Overmountain Victory Trail, extending from the vicinity of Elizabethton, Tennessee, to Kings Mountain National Military Park, South Carolina.

(24) Juan Bautista de Anza Trail, following the overland route taken by Juan Bautista de Anza in connection with his travels from the United Mexican States to San Francisco, California.

(25) Trail of Tears, including the associated forts and specifically, Fort Mitchell, Alabama, and historic properties, extending from the vicinity of Murphy, North Carolina, through Georgia, Alabama, Tennessee, Kentucky, Illinois, Missouri, and Arkansas, to the vicinity of Tahlequah, Oklahoma.

(26) Illinois Trail, extending from the Lewis and Clark Trail at Wood River, Illinois to the Chicago Portage National Historic Site, generally following the Illinois River and the Illinois and Michigan Canal.

(27) Jedediah Smith Trail, to include the routes of the explorations led by Jedediah Smith -

(A) during the period 1826-1827, extending from the Idaho-Wyoming border, through the Great Salt Lake, Sevier, Virgin, and Colorado River Valleys, and the Mojave Desert, to the San Gabriel Mission, California; thence through the Tehachapi Mountains, San Joaquin and Stanislaus River Valleys, Ebbetts Pass, Walker River Valley, Bald Mount, Mount Grafton, and Great Salt Lake to Bear Lake, Utah; and

(B) during 1828, extending from the Sacramento and Trinity River valleys along the Pacific coastline, through the Smith and Willamette River Valleys to the Fort Vancouver National Historic Site, Washington, on the Columbia River.

(28) General Crook Trail, extending from Prescott, Arizona, across the Mogollon Rim to Fort Apache.

(29) Beale Wagon Road, within the Kaibab and Cononino National Forests in Arizona; Provided, such study may be prepared in conjunction with ongoing planning processes for these National Forests to be completed before 1990.

(30) Pony Express Trail, extending from Saint Joseph, Missouri, through Kansas, Nebraska, Colorado, Wyoming, Utah, Nevada, to Sacramento, California, as indicated on a map labeled "Potential Pony Express Trail", dated October 1983 and the California Trail extending from the vicinity of Omaha, Nebraska, and Saint Joseph, Missouri, to various points in California, as indicated on a map labeled "Potential California Trail" and dated August 1, 1983. Notwithstanding subsection (b) of this section, the study under this paragraph shall be completed and submitted to the Congress no later than the end of two complete fiscal years beginning after the date of the enactment of this paragraph. Such study shall be separated into two portions, one relating to the Pony Express Trail and one relating to the California Trail.

(31) De Soto Trail, the approximate route taken by the expedition of the Spanish explorer Hernado* de Soto in 1539, extending through portions of the States of Florida, Georgia, South Carolina, North Carolina, Tennessee, Alabama, Mississippi, to the area of Little Rock, Arkansas, on to Texas and Louisiana, and any other States which may have been crossed by the expedition. The study under this paragraph shall be prepared in accordance with subsection (b) of this section, except that it shall be completed and submitted to the Congress with recommendations as to the trail's suitability for designation not later than one calendar year after the date of enactment of this paragraph.

(d) The Secretary charged with the administration of each respective trail shall, within one year of the date of the addition of any national scenic or national historic trail to the system, and within sixty days of the enactment of this sentence for the Appalachian and Pacific Crest National Scenic Trails, establish an advisory council for each such trail, each of which councils shall expire ten years from the date of its establishment. If the appropriate Secretary is unable to establish such an advisory council because of the lack of adequate public interest, the Secretary shall so advise the appropriate committees

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*Should be "Hernando". Incorrectly spelled in Section 3 of P.L. 100-187 which amended the National Trails System Act by adding this paragraph. It was correctly spelled in Section 2 of P.L. 100-187.

of the Congress. The appropriate Secretary shall consult with such council from time to time with respect to matters relating to the trail, including the selection of rights-of-way, standards for the erection and maintenance of markers along the trail, and the administration of the trail. The members of each advisory council, which shall not exceed thirty-five in number, shall serve for a term of two years and without compensation as such, but the Secretary may pay, upon vouchers signed by the chairman of the council, the expenses reasonably incurred by the council and its members in carrying out their responsibilities under this section. Members of each council shall be appointed by the appropriate Secretary as follows:

(1) the head of each Federal department or independent agency administering lands through which the trail route passes, or his designee;

(2) a member appointed to represent each State through which the trail passes, and such appointments shall be made from recommendations of the Governors of such States;

(3) one or more members appointed to represent private organizations, including corporate and individual landowners and land users, which in the opinion of the Secretary, have an established and recognized interest in the trail, and such appointments shall be made from recommendations of the heads of such organizations: Provided, That the Appalachian Trail Conference shall be represented by a sufficient number of persons to represent the various sections of the country through which the Appalachian Trail passes; and

(4) the Secretary shall designate one member to be chairman and shall fill vacancies in the same manner as the original appointment.

(e) Within two complete fiscal years of the date of enactment of legislation designating a national scenic trail, except for the Continental Divide National Scenic Trail and the North Country National Scenic Trail as part of the system, and within two complete fiscal years of the date of enactment of this subsection for the Pacific Crest and Appalachian Trails, the responsible Secretary shall, after full consultation with affected Federal land managing agencies, the Governors of the affected States, the relevant advisory council established pursuant to section 5(d), and the Appalachian Trail Conference in the case of the Appalachian Trail, submit to the Committee on Interior and Insular Affairs of the House of Representatives and the Committee on Energy and Natural Resources of the Senate, a comprehensive plan for the acquisition, management, development, and use of the trail, including but not limited to, the following items:

(1) specific objectives and practices to be observed in the management of the trail, including the identification of all significant natural, historical, and cultural resources to be preserved (along with high potential historic sites and high potential route segments in the case of national historic trails), details of anticipated cooperative agreements to be consummated with other entities, and an identified carrying capacity of the trail and a plan for its implementation;

(2) an acquisition or protection plan, by fiscal year, for all lands to be acquired by fee title or lesser interest, along with detailed explanation of anticipated necessary cooperative agreements for any lands not to be acquired; and

(3) general and site-specific development plans including anticipated costs.

(f) Within two complete fiscal years of the date of enactment of legislation designating a national historic trail or the Continental Divide National Scenic Trail or the North Country National Scenic Trail as part of the system, the responsible Secretary shall, after full consultation with affected Federal land managing agencies, the Governors of the affected States, and the relevant Advisory Council established pursuant to section 5(d) of this Act, submit to the Committee on Interior and Insular Affairs of the House of Representatives and the Committee on Energy and Natural Resources of the Senate, a comprehensive plan for the management, and use of the trail, including but not limited to, the following items:

(1) specific objectives and practices to be observed in the management of the trail, including the identification of all significant natural, historical, and cultural resources to be preserved, details of any anticipated cooperative agreements to be consummated with State and local government agencies or private interests, and for national scenic or national historic trails an identified carrying capacity of the trail and a plan for its implementation;

(2) the process to be followed by the appropriate Secretary to implement the marking requirements established in section 7(c) of this Act;

(3) a protection plan for any high potential historic sites or high potential route segments; and

(4) general and site-specific development plans, including anticipated costs.

CONNECTING AND SIDE TRAILS

SEC. 6. Connecting or side trails within park, forest, and other recreation areas administered by the Secretary of the Interior or Secretary of Agriculture may be established, designated, and marked by the appropriate Secretary as components of a national recreation, national scenic or national historic trail. When no Federal land acquisition is involved, connecting or side trails may be located across lands administered by interstate, State, or local governmental

agencies with their consent, or, where the appropriate Secretary deems necessary or desirable, on privately owned lands with the consent of the landowners. Applications for approval and designation of connecting and side trails on non-Federal lands shall be submitted to the appropriate Secretary.

ADMINISTRATION AND DEVELOPMENT

SEC. 7. (a)(1)(A) The Secretary charged with the overall administration of a trail pursuant to section 5(a) shall, in administering and managing the trail, consult with the heads of all other affected State and Federal agencies. Nothing contained in this Act shall be deemed to transfer among Federal agencies any management responsibilities established under any other law for federally administered lands which are components of the National Trails System. Any transfer of management responsibilities may be carried out between the Secretary of the Interior and the Secretary of Agriculture only as provided under subparagraph (B).

(B) The Secretary charged with the overall administration of any trail pursuant to section 5(a) may transfer management of any specified trail segment of such trail to the other appropriate Secretary pursuant to a joint memorandum of agreement containing such terms and conditions as the Secretaries consider most appropriate to accomplish the purposes of this Act. During any period in which management responsibilities for any trail segment are transferred under such an agreement, the management of any such segment shall be subject to the laws, rules, and regulations of the Secretary provided with the management authority under the agreement except to such extent as the agreement may otherwise expressly provide.

(2) Pursuant to section 5(a), the appropriate Secretary shall select the rights-of-way for national scenic and national historic trails and shall publish notice thereof of the availability of appropriate maps or descriptions in the Federal Register; Provided, That in selecting the rights-of-way full consideration shall be given to minimizing the adverse effects upon the adjacent landowner or user and his operation. Development and management of each segment of the National Trails System shall be designed to harmonize with and complement any established multiple-use plans for the specific area in order to insure continued maximum benefits from the land. The location and width of such rights-of-way across Federal lands under the jurisdiction of another Federal agency shall be by agreement between the head of that agency and the appropriate Secretary. In selecting rights-of-way for trail purposes, the Secretary shall obtain the advice and assistance of the States, local governments, private organizations, and landowners and land users concerned.

(b) After publication of notice of the availability of appropriate maps or descriptions in the Federal Register, the Secretary charged with the administration of a national scenic or national historic trail may relocate segments of a national scenic or national historic trail right-of-way, with the concurrence of the head of the Federal agency having jurisdiction over the lands involved, upon a determination that: (i) Such a relocation is necessary to preserve the purposes for which the trail was established, or (ii) the relocation is necessary to promote a sound land management program in accordance with established multiple-use principles: Provided, That a substantial relocation of the rights-of-way for such trail shall be by Act of Congress.

(c) National scenic or national historic trails may contain campsites, shelters, and related-public-use facilities. Other uses along the trail, which will not substantially interfere with the nature and purposes of the trail, may be permitted by the Secretary charged with the administration of the trail. Reasonable efforts shall be made to provide sufficient access opportunities to such trails and, to the extent practicable, efforts be made to avoid activities incompatible with the purposes for which such trails were established. The use of motorized vehicles by the general public along any national scenic trail shall be prohibited and nothing in this Act shall be construed as authorizing the use of motorized vehicles within the natural and historical areas of the national park system, the national wildlife refuge system, the national wilderness preservation system where they are presently prohibited or on other Federal lands where trails are designated as being closed to such use by the appropriate Secretary: Provided, That the Secretary charged with the administration of such trail shall establish regulations which shall authorize the use of motorized vehicles when, in his judgment, such vehicles are necessary to meet emergencies or to enable adjacent landowners or land users to have reasonable access to their lands or timber rights: Provided further, That private lands included in the national recreation, national scenic, or national historic trails by cooperative agreement of a landowner shall not preclude such owner from using motorized vehicles on or across such trails or adjacent lands from time to time in accordance with regulations to be established by the appropriate Secretary. Where a national historic trail follows existing public roads, developed rights-of-way or waterways, and similar features of man's nonhistorically related development, approximating the original location of a historic route, such segments may be marked to facilitate retracement of the historic route, and where a national historic trail parallels an existing public road, such road may be marked to commemorate the historic route. Other uses along the historic trails and the Continental Divide National Scenic Trail, which will not substantially interfere with the nature and purposes of the trail, and which, at the time of designation, are allowed by administrative regulations, including the use of motorized vehicles, shall be permitted by the Secretary charged with administration of the trail. The Secretary of the Interior and the Secretary of Agriculture, in consultation with appropriate governmental agencies and public and private organizations, shall establish a uniform marker, including thereon an appropriate and distinctive symbol for each national recreation, national scenic, and national historic trail. Where the trails cross lands administered by Federal agencies such markers shall be erected at appropriate points along the trails and maintained by the Federal agency administering the trail in accordance with standards established by the appropriate Secretary and where the trails cross non-Federal lands, in accordance with written cooperative agreements, the appropriate Secretary shall

provide such uniform markers to cooperating agencies and shall require such agencies to erect and maintain them in accordance with the standards established. The appropriate Secretary may also provide for trail interpretation sites, which shall be located at historic sites along the route of any national scenic or national historic trail, in order to present information to the public about the trail, at the lowest possible cost, with emphasis on the portion of the trail passing through the State in which the site is located. Wherever possible, the sites shall be maintained by a State agency under a cooperative agreement between the appropriate Secretary and the State agency.

(d) Within the exterior boundaries of areas under their administration that are included in the right-of-way selected for a national recreation, national scenic, or national historic trail, the heads of Federal agencies may use lands for trail purposes and may acquire lands or interests in lands by written cooperative agreement, donation, purchase with donated or appropriated funds or exchange.

(e) Where the lands included in a national scenic or national historic trail right-of-way are outside of the exterior boundaries of federally administered areas, the Secretary charged with the administration of such trail shall encourage the States or local governments involved (1) to enter into written cooperative agreements with landowners, private organizations, and individuals to provide the necessary trail right-of-way, or (2) to acquire such lands or interests therein to be utilized as segments of the national scenic or national historic trail: Provided, That if the State or local governments fail to enter into such written cooperative agreements or to acquire such lands or interests therein after notice of the selection of the right-of-way is published, the appropriate Secretary, may (i) enter into such agreements with landowners, States, local governments, private organizations, and individuals for the use of lands for trail purposes, or (ii) acquire private lands or interests therein by donation, purchase with donated or appropriated funds or exchange in accordance with the provisions of subsection (f) of this section: Provided further, That the appropriate Secretary may acquire lands or interests therein from local governments or governmental corporations with the consent of such entities. The lands involved in such rights-of-way should be acquired in fee, if other methods of public control are not sufficient to assure their use for the purpose for which they are acquired: Provided, That if the Secretary charged with the administration of such trail permanently relocates the right-of-way and disposes of all title or interest in the land, the original owner, or his heirs or assigns, shall be offered, by notice given at the former owner's last known address, the right of first refusal at the fair market price.

(f)(1) The Secretary of the Interior, in the exercise of his exchange authority, may accept title to any non-Federal property within the right-of-way and in exchange therefor he may convey to the grantor of such property any federally owned property under his jurisdiction which is located in the State wherein such property is located and which he classifies as suitable for exchange or other disposal. The values of the properties so exchanged either

shall be approximately equal, or if they are not approximately equal the values shall be equalized by the payment of cash to the grantor or to the Secretary as the circumstances require. The Secretary of Agriculture, in the exercise of his exchange authority, may utilize authorities and procedures available to him in connection with exchanges of national forest lands.

(2) In acquiring lands or interests therein for a National Scenic or Historic Trail, the appropriate Secretary may, with consent of a landowner, acquire whole tracts notwithstanding that parts of such tracts may lie outside the area of trail acquisition. In furtherance of the purposes of this act, lands so acquired outside the area of trail acquisition may be exchanged for any non-Federal lands or interests therein within the trail right-of-way, or disposed of in accordance with such procedures or regulations as the appropriate Secretary shall prescribe, including: (i) provisions for conveyance of such acquired lands or interests therein at not less than fair market value to the highest bidder, and (ii) provisions for allowing the last owners of record a right to purchase said acquired lands or interests therein upon payment or agreement to pay an amount equal to the highest bid price. For lands designated for exchange or disposal, the appropriate Secretary may convey these lands with any reservations or covenants deemed desirable to further the purposes of this Act. The proceeds from any disposal shall be credited to the appropriation bearing the costs of land acquisition for the affected trail.

(g) The appropriate Secretary may utilize condemnation proceedings without the consent of the owner to acquire private lands or interests, therein pursuant to this section only in cases where, in his judgment, all reasonable efforts to acquire such lands or interest therein by negotiation have failed, and in such cases he shall acquire only such title as, in his judgment, is reasonably necessary to provide passage across such lands: Provided, That condemnation proceedings may not be utilized to acquire fee title or lesser interests to more than an average of one hundred and twenty-five acres per mile. Money appropriated for Federal purposes from the land and water conservation fund shall, without prejudice to appropriations from other sources, be available to Federal departments for the acquisition of lands or interests in lands for the purposes of this Act. For national historic trails, direct Federal acquisition for trail purposes shall be limited to those areas indicated by the study report or by the comprehensive plan as high potential route segments or high potential historic sites. Except for designated protected components of the trail, no land or site located along a designated national historic trail or along the Continental Divide National Scenic Trail shall be subject to the provisions of section 4(f) of the Department of Transportation Act (49 U.S.C. 1653(f)) unless such land or site is deemed to be of historical significance under appropriate historical site criteria such as those for the National Register of Historic Places.

(h)(1) The Secretary charged with the administration of a national recreation, national scenic, or national historic trail shall provide for the development and maintenance of such trails within federally administered areas and shall cooperate with and encourage the States to operate, develop, and maintain portions of such trails which are located outside the boundaries of federally administered areas. When deemed to be in the public interest, such Secretary may enter written cooperative agreements with the States or their political subdivisions, landowners, private organizations, or individuals to operate, develop, and maintain any portion of such a trail either within or outside a federally administered area. Such agreements may include provisions for limited financial assistance to encourage participation in the acquisition, protection, operation, development, or maintenance of such trails, provisions providing volunteer in the park or volunteer in the forest status (in accordance with the Volunteers in the Parks Act of 1969 and the Volunteers in the Forests Act of 1972) to individuals, private organizations, or landowners participating in such activities, or provisions of both types. The appropriate Secretary shall also initiate consultations with affected States and their political subdivisions to encourage--

> (A) the development and implementation by such entities of appropriate measures to protect private landowners from trespass resulting from trail use and from unreasonable personal liability and property damage caused by trail use, and
>
> (B) the development and implementation by such entities of provisions for land practices, compatible with the purposes of this Act,

for property within or adjacent to trail rights-of-way. After consulting with States and their political subdivisions under the preceding sentence, the Secretary may provide assistance to such entities under appropriate cooperative agreements in the manner provided by this subsection.

(2) Whenever the Secretary of the Interior makes any conveyance of land under any of the public land laws, he may reserve a right-of-way for trails to the extent he deems necessary to carry out the purposes of this Act.

(i) The appropriate Secretary, with the concurrence of the heads of any other Federal agencies administering lands through which a national recreation, national scenic, or national historic trail passes, and after consultation with the States, local governments, and organizations concerned, may issue regulations, which may be revised from time to time, governing the use, protection, management, development, and administration of trails of the national trails system. In order to maintain good conduct on and along the trails located within federally administered areas and to provide for the proper government and protection of such trails, the Secretary of the Interior and the Secretary of Agriculture shall prescribe and publish such uniform regulations as they deem necessary and any person who violates such regulations shall be guilty of a misdemeanor, and may be punished by a fine of not more $500, or by imprisonment not exceeding six months, or by both such fine and imprisonment. The Secretary

responsible for the administration of any segment of any component of the National Trails System (as determined in a manner consistent with subsection (a)(1) of this section) may also utilize authorities related to units of the national park system or the national forest system, as the case may be, in carrying out his administrative responsibilities for such component.

(j) Potential trail uses allowed on designated components of the national trails system may include, but are not limited to, the following: bicycling, cross-country skiing, day hiking, equestrian activities, jogging or similar fitness activities, trail biking, overnight and long-distance backpacking, snowmobiling, and surface water and underwater activities. Vehicles which may be permitted on certain trails may include, but need not be limited to, motorcycles, bicycles, four-wheel drive or all-terrain off-road vehicles. In addition, trail access for handicapped individuals may be provided. The provisions of this subsection shall not supersede any other provisions of this Act or other Federal laws, or any State or local laws.

(k) For the conservation purpose of preserving or enhancing the recreational, scenic, natural, or historical values of components of the national trails system, and environs thereof as determined by the appropriate Secretary, landowners are authorized to donate or otherwise convey qualified real property interests to qualified organizations consistent with section 170(h)(3) of the Internal Revenue Code of 1954, including, but not limited to, right-of-way, open space, scenic, or conservation easements, without regard to any limitation on the nature of the estate or interest otherwise transferable within the jurisdiction where the land is located. The conveyance of any such interest in land in accordance with this subsection shall be deemed to further a Federal conservation policy and yield a significant public benefit for purposes of section 6 of Public Law 96-541.

STATE AND METROPOLITAN AREA TRAILS

SEC. 8. (a) The Secretary of the Interior is directed to encourage States to consider, in their comprehensive statewide outdoor recreation plans and proposals for financial assistance for State and local projects submitted pursuant to the Land and Water Conservation Fund Act, needs and opportunities for establishing park, forest, and other recreation and historic trails on lands owned or administered by States, and recreation and historic trails on lands in or near urban areas. The Secretary is also directed to encourage States to consider, in their comprehensive statewide historic preservation plans and proposals for financial assistance for State, local, and private projects submitted pursuant to the Act of October 15, 1966 (80 Stat. 915), as amended, needs and opportunities for establishing historic trails. He is further directed in accordance with the authority contained in the Act of May 28, 1963 (77 Stat. 49), to encourage States, political subdivisions, and private interests, including nonprofit organizations, to establish such trails.

(b) The Secretary of Housing and Urban Development is directed, in administering the program of comprehensive urban planning and assistance under section 701 of the Housing Act of 1954, to encourage the planning of recreation trails in connection with the recreation and transportation planning for metropolitan and other urban areas. He is further directed, in administering the urban openspace program under title VII of the Housing Act of 1961, to encourage such recreation trails.

(c) The Secretary of Agriculture is directed, in accordance with authority vested in him, to encourage States and local agencies and private interests to establish such trails.

(d) The Secretary of Transportation, the Chairman of the Interstate Commerce Commission, and the Secretary of the Interior, in administering the Railroad Revitalization and Regulatory, Reform Act of 1976, shall encourage State and local agencies and private interests to establish appropriate trails using the provisions of such programs. Consistent with the purposes of that Act, and in furtherance of the national policy to preserve established railroad rights-of-way for future reactivation of rail service, to protect rail transportation corridors, and to encourage energy efficient transportation use, in the case of interim use of any established railroad rights-of-way pursuant to donation, transfer, lease, sale, or otherwise in a manner consistent with the National Trails System Act, if such interim use is subject to restoration or reconstruction for railroad purposes, such interim use shall not be treated, for purposes of any law or rule of law, as an abandonment of the use of such rights-of-way for railroad purposes. If a State, political subdivision, or qualified private organization is prepared to assume full responsibility for management of such rights-of-way and for any legal liability arising out of such transfer or use, and for the payment of any and all taxes that may be levied or assessed against such rights-of-way, then the Commission shall impose such terms and conditions as a requirement of any transfer or conveyance for interim use in a manner consistent with this Act, and shall not permit abandonment or discontinuance inconsistent or disruptive of such use.

(e) Such trails may be designated and suitably marked as parts of the nationwide system of trails by the States, their political subdivisions, or other appropriate administering agencies with the approval of the Secretary of the Interior.

RIGHTS-OF-WAY AND OTHER PROPERTIES

SEC. 9. (a) The Secretary of the Interior or the Secretary of Agriculture as the case may be, may grant easements and rights-of-way upon, over, under, across, or along any component of the national trails system in accordance with the laws applicable to the national park system and the national forest system, respectively: Provided, That any conditions contain in such easements and rights-of-way shall be related to the policy and purposes of this Act.

(b) The Department of Defense, the Department of Transportation, the Interstate Commerce Commission, the Federal Communications Commission, the Federal Power Commission, and other Federal agencies having jurisdiction or control over or information concerning the use, abandonment, or disposition of roadways, utility rights-of-way, or other properties which may be suitable for the purpose of improving or expanding the national trails system shall cooperate with the Secretary of the Interior and the Secretary of Agriculture in order to assure, to the extent practicable, that any such properties having values suitable for trail purposes may be made available for such use.

AUTHORIZATION OF APPROPRIATIONS

SEC. 10. (a)(1) There are hereby authorized to be appropriated for the acquisition of lands or interests in lands not more than $5,000,000 for the Appalachian National Scenic Trail and not more than $500,000 for the Pacific Crest National Scenic Trail. From the appropriations authorized for fiscal year 1979 and succeeding fiscal years pursuant to the Land and Water Conservation Fund Act (78 Stat. 897), as amended, not more than the following amounts may be expended for the acquisition of lands and interests in lands authorized to be acquired pursuant to the provisions of this Act: for the Appalachian National Scenic Trail, not to exceed $30,000,000 for fiscal year 1979; $30,000,000 for fiscal year 1980, and $30,000,000 for fiscal year 1981, except that the difference between the foregoing amounts and the actual appropriations in any one fiscal year shall be available for appropriation in subsequent fiscal years.

(2) It is the express intent of the Congress that the Secretary should substantially complete the land acquisition program necessary to insure the protection of the Appalachian Trail within three complete fiscal years following the date of enactment of this sentence. Until the entire acquisition program is completed, he shall transmit in writing at the close of each fiscal year the following information to the Committee on Energy and Natural Resources of the Senate and the Committee on Interior and Insular Affairs of the House of Representatives:

(A) the amount of land acquired during the fiscal year and the amount expended therefor:

(B) the estimated amount of land remaining to be acquired; and

(C) the amount of land planned for acquisition in the ensuring fiscal year and the estimated cost thereof.

(b) For the purposes of Public Law 95-42 (91 Stat. 211), the lands and interests therein acquired pursuant to this section shall be deemed to qualify for funding under the provisions of section 1, clause 2, of said Act.

(c)(1) There is hereby authorized to be appropriated such sums as may be necessary to implement the provisions of this Act relating to the trails designated by paragraphs 5(a)(3), (4), (5), (6), (7), (8), (9) and (10): Provided, That no such funds are authorized to be appropriated prior to October 1, 1978: And provided further, That notwithstanding any other provisions of this Act or any other provisions of law, no funds may be expended by Federal agencies for the acquisition of lands or interests in lands outside the exterior boundaries of existing Federal areas for the Continental Divide National Scenic Trail, the North Country National Scenic Trail, The Ice Age National Scenic Trail, the Oregon National Historic Trail, the Mormon Pioneer National Historic Trail, the Lewis and Clark National Historic Trail, and the Iditarod National Historic Trail, except that funds may be expended for the acquisition of lands or interests therein for the purpose of providing for one trail interpretation site, as described in section 7(c), along with such trail in each State crossed by the trail.

(2) There is hereby authorized to be appropriated for fiscal year 1983 and subsequent fiscal years such sums as may be necessary to implement the provisions of this Act relating to the trails designated by paragraphs (9), (10), (11), (12), (13), (15), and (16) of section 5(a) of this Act. Not more than $500,000 may be appropriated for the purposes of acquisition of land and interests therein for the trail designated by section 5(a)(12) of this Act, and not more than $2,000,000 may be appropriated for the purposes of the development of such trail. The administrating agency for the trail shall encourage volunteer trail groups to participate in the development of the trail.

VOLUNTEER TRAILS ASSISTANCE

SEC. 11. (a)(1) In addition to the cooperative agreement and other authorities contained in this Act, the Secretary of the Interior, the Secretary of Agriculture, and the head of any Federal agency administering Federal lands, are authorized to encourage volunteers and volunteer organizations to plan, develop, maintain, and manage, where appropriate, trails throughout the Nation.

(2) Wherever appropriate in furtherance of the purposes of this Act, the Secretaries are authorized and encouraged to utilize the Volunteers in the Parks Act of 1969, the Volunteers in the Forests Act of 1972, and section 6 of the Land and Water Conservation Fund Act of 1965 (relating to the development of Statewide Comprehensive Outdoor Recreation Plans).

(b) Each Secretary or the head of any Federal land managing agency, may assist volunteers and volunteers organizations in planning, developing, maintaining, and managing trails. Volunteer work may include, but need not be limited to--

(1) planning, developing, maintaining, or managing (A) trails which are components of the national trails system, or (B) trails which, if so developed and maintained, could qualify for designation as components of the national trails system; or

(2) operating programs to organize and supervise volunteer trail building efforts with respect to the trails referred to in paragraph (1), conducting trail-related research projects, or providing education and training to volunteers on methods of trails planning, construction, and maintenance.

(c) The appropriate Secretary or the head of any Federal land managing agency may utilize and make available Federal facilities, equipment, tools, and technical assistance to volunteers and volunteer organizations, subject to such limitations and restrictions as the appropriate Secretary or the head of any Federal land managing agency deems necessary or desirable.

SEC. 12. As used in this Act:

(1) The term 'high potential historic sites' means those historic sites related to the route, or sites in close proximity thereto, which provide opportunity to interpret the historic significance of the trail during the period of its major use. Criteria for consideration as high potential sites include historic significance, presence of visible historic remnants, scenic quality, and relative freedom from intrusion.

(2) The term 'high potential route segments' means those segments of a trail which would afford high quality recreation experience in a portion of the route having greater than average scenic values or affording an opportunity to vicariously share the experience of the original users of a historic route.

(3) The term 'State' means each of the several States of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, the Trust Territory of the Pacific Islands, the Northern Mariana Islands, and any other territory or possession of the United States.

(4) The term 'without expense to the United States' means that no funds may be expended by Federal agencies for the development of trail related facilities or for the acquisition of lands or interest in lands outside the exterior boundaries of Federal areas. For the purposes of the preceding sentence, amounts made available to any State or political subdivision under the Land and Water Conservation Fund Act of 1965 or any other provision of law shall not be treated as an expense to the United States.

Public Law 101-400
101st Congress

An Act

To authorize a study on methods to commemorate the nationally significant highway known as Route 66, and for other purposes.

Sept. 28, 1990
[S. 963]

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

Route 66 Study Act of 1990.

SECTION 1. SHORT TITLE.

This Act may be cited as the "Route 66 Study Act of 1990".

SEC. 2. FINDINGS.

The Congress finds that—

(1) United States Route 66, the 2,000 mile highway from Chicago, Illinois, to Santa Monica, California, played a significant role in the 20th-century history of our Nation, including the westward migration from the Dust Bowl and the increase in tourist travel;

(2) Route 66, an early example of the 1926 National Highway System program, transverses the States of Illinois, Missouri, Kansas, Oklahoma, Texas, New Mexico, Arizona, and California;

(3) Route 66 has become a symbol of the American people's heritage of travel and their legacy of seeking a better life and has been enshrined in American popular culture;

(4) although the remnants of Route 66 are disappearing, many structures, features, and artifacts of Route 66 remain; and

(5) given the interest by organized groups and State governments in the preservation of features associated with Route 66, the route's history, and its role in American popular culture, a coordinated evaluation of preservation options should be undertaken.

SEC. 3. STUDY AND REPORT BY THE NATIONAL PARK SERVICE.

(a) STUDY.—(1) The Secretary of the Interior, acting through the Director of the National Park Service and in cooperation with the respective States, shall coordinate a comprehensive study of United States Route 66. Such study shall include an evaluation of the significance of Route 66 in American history, options for preservation and use of remaining segments of Route 66, and options for the preservation and interpretation of significant features associated with the highway. The study shall consider private sector preservation alternatives.

(2) The study shall include participation by representatives from each of the States traversed by Route 66, the State historic preservation offices, representatives of associations interested in the preservation of Route 66 and its features, and persons knowledgeable in American history, historic preservation, and popular culture.

(b) REPORT.—Not later than two years from the date that funds are made available for the study referred to in subsection (a), the Secretary shall transmit such study to the Committee on Energy and Natural Resources of the United States Senate and the Committee on Interior and Insular Affairs of the United States House of Representatives.

(c) LIMITATION.—Nothing in this Act shall be construed to authorize the National Park Service to assume responsibility for the maintenance of United States Route 66.

SEC. 4. AUTHORIZATION OF APPROPRIATIONS.

There are authorized to be appropriated $200,000 to carry out the provisions of this Act.

Approved September 28, 1990.

LEGISLATIVE HISTORY—S. 963 (H.R. 3493):

HOUSE REPORTS: No. 101-637 accompanying H.R. 3493 (Comm. on Interior and Insular Affairs).
SENATE REPORTS: No. 101-89 (Comm. on Energy and Natural Resources).
CONGRESSIONAL RECORD:
Vol. 135 (1989): Aug. 2, considered and passed Senate.
Vol. 136 (1990): July 30, H.R. 3493 considered and passed House.
July 31, S. 963 considered and passed House, amended, in lieu of H.R. 3493.
Sept. 13, Senate concurred in House amendment.

APPENDIX B: PLANNING DOCUMENTS

National Register of Historic Places nomination for US Route 66

Cultural Resource Survey report and correspondence for the Beale Wagon Road

Beale Wagon Road and Overland Road Historic Trails Brief

Refined ICOs for trail management--IRM phase 3

ID Team meetings summary

NPS Form 10-900B OMB No. 1024-0018

United States Department of the Interior
National Park Service

MULTIPLE PROPERTY FORM

NATIONAL REGISTER OF HISTORIC PLACES
MULTIPLE PROPERTY DOCUMENTATION FORM

This form is for use in documenting multiple property groups relating to one or several historic contexts. See instructions in "Guidelines for Completing National Register Forms" (National Register Bulletin 16). Complete each item by marking "x" in the appropriate box or by entering the requested information. For additional space use continuation sheets (Form 10-900A). Type all entries.

A. Name of Multiple Property Listing

HISTORIC US ROUTE 66 IN ARIZONA

B. Associated Historic Contexts

TRANSPORTATION AND TOURISM IN NORTHERN ARIZONA CA. 1920-1944

C. Geographical Data

Various alignments of Route 66 extend across northern Arizona in the general line of the 35th Parallel in Mohave, Yavapai, Coconino, Navajo, and Apache Counties. Most of the alignments are found in close association with Route 66's replacement, Interstate 40, except in the western part of the state, where the Route 66 alignment diverges as much as 35 miles north of the Interstate.

D. Certification

As the designated authority under the National Historic Preservation Act of 1966, as amended, I hereby certify that this documentation form meets the National Register documentation standards and sets forth requirements for the listing of related properties consistent with the National Register criteria. This submission meets the procedural and professional requirements set forth in 36 CFR Part 60 and the Secretary of the Interior's Standards for Planning and Evaluation.

Signature of certifying official Date

State or Federal agency and bureau

I, hereby, certify that this multiple property documentation form has been approved by the National Register as a basis for evaluating related properties for listing in the National Register.

Signature of the Keeper of the National Register Date

E. Statement of Historic Contexts

Summary

US Route 66 is significant as the first national highway linking Chicago with Los Angeles. It is associated with the explosive growth of automobile tourism and with the general theme of transportion in America between ca. 1920-1944. Through the years, Route 66 was improved to the current standards of the time, and in its various forms it represents the evolution of national automobile transportation from dirt track to superhighway. Route 66 appears today in several forms: abandoned and essentially in archeological context; as part of a local road system, such as a county road still in use; and within an urban setting that recalls the time when Route 66 was "The Main Street of America".

The period of significance identified for the route in Arizona begins in about 1920, when construction began on the road that would officially become US Route 66, and ends in 1944, with the passage of the Federal Highway Act. By this time, the pattern of development along Route 66 had become firmly established, and the road itself had essentially taken on its final form. The final phase of Route 66 is the era when the route was replaced by Interstate 40, beginning in 1956. This latter phase is outside the period of significance and theme identified in this nomination. The appropriate geographical context for this nomination is the State of Arizona because the Arizona Highway Department built and maintained the road, and historical events relating to the route reflect general trends within the state.

Context

The beginnings of Route 66 lie in the ancient past, with aboriginal trails that linked trade partners from the Great Plains to coastal California. These trails, which followed gentle terrain and led to water sources, were used for centuries. After the United States acquired lands in the southwest from Mexico in the 1848 Treaty of Guadalupe Hidalgo, Congress sent exploratory parties to the area to assess its resources and search for transportation routes. These expeditions often followed the traces of prehistoric trails. Between 1857 and 1859, Lieutenant Edward Fitzgerald Beale traversed one such route when he constructed a wagon road between Fort Smith, Arkansas and the Colorado River along the 35th Parallel. Built for the Army at a cost of $120,000.00, the Beale Wagon Road was among the first federally funded roads in the western United States. In the final decades of the 1800s, the dusty (or more often muddy) track guided thousands of settlers, ranchers, military personnel, and others west. Although other immigrant travelways, such as the Oregon Trail and El Camino del Diablo have become more celebrated in popular literature, the Beale Road was one of the major transcontinental transportation routes of the last century. The 35th Parallel featured a relatively mild climate, generally level terrain, and few antagonistic natives. It was an excellent corridor for travel, especially compared with the barren canyonlands to the north and hostile desert to the south. Railroad engineers followed the path of the Beale Road when surveying for the 1883 transcontinental Atlantic and Pacific Railroad. Towns and settlements soon grew up along the railroad, and roads linked the town's main streets. Route 66 grew from these foundations.

SEE CONTINUATION SHEET

During the Territorial years, from 1863 to 1912, Arizona had an inadequate road system. Individual counties had authority over road construction, but generally lacked the tax revenues or organization to carry out an effective road construction and maintenance program. The US Army, stage companies, and toll road entrepreneurs built and sometimes maintained horse and wagon roads. Railroads accessed many of the major towns in the Territory, and smaller spur lines led to mines and timber. The advent of the automobile in the early years of this century, consequent with Arizona's achievement of statehood in 1912, revolutionized the concept of road building in the state, and initiated a boom in road construction activity.

In the first decade of this century, the Territorial Legislature realized that the counties had neither the money nor the inclination to organize a system of roads to a consistent standard between counties. In 1909, they created the office of Territorial Engineer and established a road tax for the purpose of developing an intrastate road system linking major cities and towns. The first (and only) Territorial Engineer, J.B. Girand, planned a network of unpaved graded roads varying in width from 16' to 24' depending on projected traffic loads and terrain. The sparsely populated northern part of the state received little attention from the Territorial Engineer's office, and continued to suffer roads so muddy in winter that cars were shipped by rail between Ash Fork and Winslow.

When Arizona became a state in 1912, the Territorial Engineer became the State Engineer, and funding for road construction increased to keep pace with the rapid rise in automobile traffic, particularly the new phenomenon of tourist travel. Girand's plan for the state road network continued to be implemented. The decade of the teens saw the development of coast-to-coast as well as regional highways, largely because of influence wielded by the nationwide Good Roads movement. The Arizona Good Roads Association published a tour book with road maps in 1913 to publicize the state's roads. In it the publishers proclaimed that ". . . Arizona has . . . the best natural roads in the Union" but conceded that " . . . some difficulties are encountered in the remote sections." These difficult sections included the future path of Route 66, as the maps show winding roads with steep grades (Figure 1). Annotations describe the condition of various segments: "bad road--sandy & rough--no bridges--steep grades--many arroyas [sic] and washes" (Gallup to Holbrook); "roads fair--bad in places in wet weather" (Holbrook to Flagstaff); "beautiful forests and fair roads" (Flagstaff to Williams); "fair road--rough in places" (Williams to Seligman); "fair road--easy grades" (Seligman to Kingman); "good road--bad only in river bottoms--heavy grades at gold roads" (Kingman to Needles). In all, it was 483 miles of rough and tortuous dirt road with few, if any, signs to mark the way.

SEE CONTINUATION SHEET

It would be years before travelers in the northern part of the state saw any substantial improvement in the roads, although some bridges built during the teens did make river and canyon crossings easier. Maintenance continued to be a problem; volunteer groups would sometimes work on the roads rather than wait for state assistance. Local citizens petitioned for new state highways in their areas, with mixed results. One signed petition is attached to 1916 survey plans for a "proposed state highway" from Ash Fork to Williams which did not materialize until 1922. The state could not keep pace with the enormous demand for roads by a public increasingly fascinated with the automobile. Consequently, counties continued to be primarily responsible for roadwork in Arizona during the 1910s, and roads continued to reflect the counties' inadequate funding and organization. In 1916, the Federal Government came to the rescue.

Congress passed the Federal Aid Road Act, also known as the Bankhead Act, on July 11, 1916. This law directed the Secretary of Agriculture to distribute highway construction funds and cooperate with state highway departments in the planning, construction, and maintenance of their rural roads. The US Bureau of Public Roads (BPR) became a new agency under the Department of Agriculture to administer the program and distribute funds. Arizona received $3.7 million in aid to be distributed over a five-year period. Funds had to be matched by counties and no more than $10,000.00 per mile could be spent on highways. Despite these disadvantages, and new levels of bureaucracy to overcome, the Federal program revolutionized the state highway system. The State Engineer's Office became the Arizona Highway Department (AHD) and soon grew to the largest state agency. In 1920, the department employed more personnel than all other state agencies combined and was also its largest contracting organization. Once the AHD infrastructure began functioning, the road which would become Route 66 could be surveyed and constructed.

For survey and construction purposes, the route was divided into small segments which could be built separately. For example, a 4.8 mile section of the highway between Ash Fork and Williams was known as Federal Aid Project No. 51. Major portions of the road across northern Arizona were reconstructed between 1920-23. The dirt travelway was graded, cinder surfaced, and widened to 14'-18' (the actual roadbed, with shoulders, tended to be several feet wider than this; see Figure 2 for road structure terminology). New bridges and culverts constructed at canyon and river crossings added to those few which had already been built in the 1910s. Many of these features were not built to standard plans and reflect the skills of local craftsmen. Although it was still a narrow, twisting, unpaved road with occasional steep grades, the improvement was remarkable.

SEE CONTINUATION SHEET

Boosters named this road the National Old Trails Highway, because the transcontinental route linked together segments of old trails. The US Government was considering several routes to be paved as national interstate highways, and promoters of the Old Trails Highway eventually convinced the government of the route's worthiness. It was known at various times as the Santa Fe Highway, the Postal Highway, the Grand Canyon Route, and the Will Rogers Highway, but none of those nicknames proved to be as enduring as the title Route 66, as it was officially designated in 1926. The government assigned route numbers based on geography. North-south routes had odd numbers and east-west routes had even numbers, starting with Route 2 on the most northern road between Maine and Idaho, and ending with Route 96 on the most southern highway in Texas. Route 66 received its famous name simply because it was the next number in geographic sequence.

US Route 66 ran for 2282 miles from the corner of Michigan Avenue and Jackson Boulevard in Chicago to the ocean at Santa Monica, California. Some 400 miles of the route passed through Arizona. In 1926, virtually none of Route 66 was paved. Yet another group organized to lobby for improving the road. The Arizona Route 66 Association determined that paving was the top priority for the road during one of its first conventions, held in Williams. Paving soon began on the main streets of towns through which Route 66 passed. Later, sometimes years later, the road was paved between towns. Because Route 66 linked the main streets of communities, it received yet another moniker: the Main Street of America.

Arizona, as elsewhere, experienced an explosive increase in automobile use during the 1920s. Private automobile registrations numbered 20 in 1900; less than one thousand in 1910; 34,000 in 1920; 69,000 in 1925; and 82,000 in 1927. Miles of roadway increased from about 6,000 in 1900 to about 22,000 in 1927, but engineering standards were no longer adequate for their heavy use. This was particularly true of Route 66, which for the most part remained unpaved. The magazine Arizona Highways, published by the Arizona Highway Department, described conditions of state highways. Excerpts characterize parts of Route 66 during the late 1920s: "[between Williams and Flagstaff are] 18 miles of narrow, crooked, poorly surfaced road which is particularly dangerous in dry weather due to ravelling and innumerable potholes" and "[near Valentine it is] narrow and rough, with sharp turns."

Several factors may account for the relatively low standards of the ca. 1922 roadway. The $10,000 per mile cap on Federal Aid road projects necessitated that costs be kept down. Because road fill and bridges were expensive, the road tended to follow the twisting contours of the land. It is doubtful that the new highway department or its contractors had equipment much more advanced than horse-drawn graders and explosives to do the work. At that time, the road was likely designed as a local or regional route that could be closed due to snow in the higher elevations. As an infrequently used road, it did not at that time warrant huge expenditures of money to upgrade it. In 1922, few would have predicted the substantial increase in use that the road would soon experience nor the technological innovations that would allow automobiles to travel at ever-increasing speeds.

SEE CONTINUATION SHEET

Aside from these considerations, roads are a reflection of geography and engineers' attempts to accommodate elevation change, canyons, rivers, and other natural impediments to travel. The various alignments of Route 66 illustrate the evolution of road engineering from coexistence with the landscape to domination of it. This is clearly illustrated in three alignments of the Route 66 corridor at Ash Fork Hill, between Williams and Ash Fork (dating 1922, 1932, and 1950; see Figures 3 and 4). This 1,700 foot escarpment was one of the steepest drop-offs along all of Route 66, and one of the most difficult to overcome. The 1922 alignment twists and turns as it ascends the side of the canyon without the aid of through cuts and fills to improve alignment. The 1932 alignment is far straighter than the 1922 alignment because deep cuts and fills formed a smooth landscape (Figure 5 illustrates a typical section of the 1932 plans). In 1950, engineers again realigned this troublesome section by blasting a new artificial grade straight up through the steep canyon. (The 1950 alignment is now covered over by Interstate 40 in this section.) Improved alignment and grades on the new roadway were justified by the increase in traffic load and higher speed limits.

The outmoded 1920s roadway had to be rebuilt, and once again aid came from Federal matching funds. Reconstruction occurred during the first years of the 1930s, and plans were designed to the latest engineering standards. These included a straighter alignment made possible by greater quantities of fill material to keep the grade as gentle as possible. Cuts through hills were minimized and side ditches built to facilitate snow removal in the higher elevations. Standardized concrete box and corrugated metal pipe culverts effected drainage where bridges were not needed . Route 66 connected the highway bridges already built during the 1910s and 1920s, and they therefore helped determine the route's location. Improved visibility and guard rails added to the safety of the road. Surfacing material was also improved, although the route was only oil surfaced at first.

Arizona received more than five million dollars of National Recovery highway funds in the summer of 1933 as part of President Roosevelt's sweeping unemployment relief programs. Most of this money was slated for use on State Highways, primarily to complete the paving projects which had been ongoing for several years. The AHD planned to complete the final realignment of Route 66 between Seligman and Kingman and pave the entire route. In 1938, US Route 66 became the first completely paved transcontinental highway in the United States, which was one factor adding to its popularity as the road west. Another factor was a matter of geography.

SEE CONTINUATION SHEET

As Route 66 was completed to the modern engineering standards of the day, events began along its path that would cement the road into the folklore of America. On April 14, 1935, the first of a series of dust storms swept through the Great Plains and precipitated one of the greatest migrations in our country's history. That migration of farmers and ranchers led from the Great Plains Dust Bowl to California, primarily along Route 66. Between 1935 and 1940, some 350,000-500,000 migrants made the trip. They comprised nearly one quarter of all entrants to California. John Steinbeck referred to Route 66 as the "Mother Road" in his novel of the Dust Bowl migrations, The Grapes of Wrath. The image of the westward-bound Joads, tin lizzie piled high with belongings and people, has become a part of America's collective memory.

But Route 66 also had a more lighthearted image, one of hope and optimism. Many traveled toward California not to escape despair, but to seize opportunity in the growing west. There were longer, older, and easier roads on which to travel, but none defined the quest for the American Dream better than did Route 66. In the mid-1930s, it was estimated that 65 percent of the nation's westbound and 50 percent of its eastbound traffic traveled on Route 66. As the economy improved in the late 1930s, Americans began to take vacations by automobile, and the scenic wonders along Route 66 made it a destination in itself. Arizona offered many attractions along the way, National Parks like Petrified Forest and Grand Canyon, cool mountain vistas, and the Navajo Reservation, the nation's largest. America had a love affair with Native American culture, fueled by popular "Cowboy and Indian" motion pictures. Western movies conveyed a stereotyped image of Native Americans, one perpetuated by business owners along the way. Although teepees and war bonnets associated with Plains tribes were not authentic to Arizona, they became the banner of Route 66: found in curio shops, on neon signs, and billboards. Motels were even shaped like "wigwams". Arizonans obliged the traveling public with every convenience; restaurants, curio shops, campgrounds, gas stations, and that new phenomenon: motor courts (which evolved into motels).

Towns along the route began to expand to capture the tourist trade. An interesting result of the lure for westward-bound tourist business is that most towns tended to expand eastward, with each new business hoping to be the first to capture the trade. Route 66 changed the geography of every small town along its way. Before the advent of automobiles, towns tended to be centralized around a plaza or crossroad (often next to a railroad station) with businesses in close walking distance and multistoried hotels to accommodate more people on a small town lot. Mobility redefined American's sense of space, and perhaps unfortunately, encouraged strip development. The increase in traffic in the late 1930s kept the AHD busy improving the road. Many sections of Route 66 were realigned, widened, and repaved between 1940 and 1943. Business boomed along Route 66, the road was one of the finest of its time, and America had a new sense of optimism. It would not last long.

SEE CONTINUATION SHEET

World War II brought with it gas rationing, highway department austerity, and a near cessation of tourism. Road construction slowed dramatically and numbers of registered vehicles per capita dropped between 1940 and 1945. Route 66 saw heavy use from the military, who transported war materials and personnel during those years. Military training facilities brought numerous people to Arizona who appreciated and remembered its good climate and scenic attractions. After the war, many would return to live or vacation in the state.

Toward the end of World War II, and perhaps because of the national mood for a strong defense, Congress passed a law which eventually spelled doom to Route 66. Among other things, the Federal Highway Act of 1944 authorized an interstate highway system of up to 40,000 miles to connect major metropolitan areas, cities, and industrial centers, and to help serve in the national defense. Although this provision was not acted on until 1956, the 1944 act set the stage for the onset of the interstate highway system and profound change in Federal highway policies.

Following the war, floodgates opened to tourism, growth, and development in Arizona. Between 1945 and 1960, the state's population more than doubled, vehicle registrations more than tripled, and number of vehicles per capita doubled. Post-war prosperity brought an unprecedented increase in automobile travel to the state, and to Route 66 in particular. Towns once again buzzed with activity, and cash registers rang the chime of good times. To attract the influx of wealthy tourists, entrepreneurs built larger, more modern motels, cafes, and curio shops along the road. The post-war period was a prosperous one for Route 66, but the change was in magnitude only. The basic appearance of the road changed little from the pre-war period. Although the development of Route 66 essentially stopped in 1944, it continued to play an important role in the national transportation network until Congress initiated the construction of the interstate highway system in 1956.

Route 66 was celebrated in song, in books, and on the silver screen. The most famous tune about the road is Bobby Troup's "(Get Your Kicks On) Route 66", written while the World War II veteran traveled to California to seek his fortune. Arizona was immortalized in the song with the line: ". . . Flagstaff, Arizona--don't forget Winona, Kingman. . ." But the fame and fortune had a downside, overcrowding on the road.

Although Route 66 received constant maintenance through the years, it had again become obsolete by the late 1940s. Traffic congestion worsened, especially in the small towns along the way. One in seven accidents in Arizona occurred on Route 66, giving rise to another, less-flattering name for the road: "Bloody 66". Sections were realigned to straighten out particularly dangerous curves--the famous Ash Fork Hill in 1950, and the Oatman grade in 1951 are two notable examples. Nevertheless, it became obvious that the highway was outdated and too congested. All of the nation's highways were in a similarly deplorable condition. The Federal Government once again stepped in, providing the monetary means for change.

SEE CONTINUATION SHEET

Building upon the 1944 Federal Highway Act, Congress passed the Interstate Highway Bill in June of 1956. It authorized an Interstate System of 41,000 miles to be built at a cost of 100 billion dollars (the Interstate system took over 30 years to build and cost nearly 275 billion dollars). One fourth of that amount was slated for modernization or rerouting of rural interstate highways. The plan became the largest public works project in United States history. The new highways conformed to improved design standards that included limited access, a minimum of two traffic lanes in each direction, and bypasses around every city and town along the way. Work soon began on the new highway in Arizona, now designated Interstate 40, but it took more than a decade and over 375 million dollars before much of it was open to traffic. By bypassing several sections of winding road, Interstate 40 reduced the mileage across Arizona from 376 miles to 359 miles. The largest bypass ran for 84 miles south of Route 66 between Seligman and Kingman. Although this bypass meant economic disaster to the small towns along the way, it also preserved the longest driveable section of Route 66 in the country, 137 miles. The final six mile segment of Interstate 40 bypassing the town of Williams, Arizona was opened on October 13, 1984. Bobby Troup sang his famous song "Route 66" at the ceremony which marked the end of the last remaining portion of Federally-designated Route 66 in the United States.

Much of historic US Route 66 still exists. It endures as the main street of many towns. Some sections are now used as state and county roads while others lie abandoned with weeds growing up in their long-forgotten centerline. Interstate 40 sliced through much of Route 66, burying parts of it and separating other sections. Land managers tore up some of the old roadbed to eliminate the "eyesore". But the impression of Route 66 survives on the landscape to remind us of the early days of automobile transportation in America, and the exciting era of national discovery.

F. Associated Property Types

I. Name of Property Type: ABANDONED ROUTE 66

II. Description

Abandoned sections of Route 66 appear today essentially as archeological sites. No longer accessible by automobile and long forgotten, these sections lie exposed to natural forces of disintegration. In some areas, land managers ripped up sections of the road to either deny access or return the alignment to a more natural appearance. The pavement in other areas varies in condition from intact to broken with weed-filled cracks. Bridges, culverts, curbing, guard rails, right-of-way markers, centerlines, and other associated features usually remain in place. Because Route 66 generally followed the same alignment, abandoned sections from different periods of road building tend to merge. They are often separated into abbreviated segments by Interstate 40. Associated properties are only occasionally found in these sections (with the possible exception of camp sites). Viable businesses, homes, and other properties were rarely denied access following realignment projects.

III. Significance

The Arizona Highway Department realigned many segments of Route 66. Major projects occurred in the early 1930s and 1940s. As new sections of road were built, old sections were abandoned. Some abandoned sections became local service roads, but others fell into disuse largely because access was blocked off. These unused abandoned sections represent Route 66 while it was in its heyday as a major transcontinental highway. They also represent early highway engineering standards. They are associated with the explosive growth of automobile tourism and with the general theme of transportation in America between ca. 1920 and 1944.

IV. Registration Requirements

To qualify for National Register listing, an abandoned segment of Route 66 should retain integrity of design, workmanship, location, feeling, association, and setting (defined below).

Association

The property must have been a part of US Route 66 between 1926 and 1944. Segments built prior to 1926 qualify only if they became part of official Route 66. Historical data, such as engineering plans, old maps, or photographs should verify that a property is associated with historic Route 66 and not earlier or later alignments. This may exclude a few segments of the preceding roadways, which are ineligible because they were not in the national highway system, but rather part of a local road network. They will be referenced for documentation purposes as appropriate.

Design, Location, Workmanship

The property must retain the essential features that identify it as a highway. These features include the original cross-section template (comprised of cut banks, fill slopes, road bed, grade, etc.), original alignment, and associated features like culverts and bridges, although a small number of these features may have been removed or damaged. Decades of abandonment have exposed these sections of road to the damaging effects of nature. Gully washes, slumped cut banks, overgrown vegetation, and other such conditions are acceptable as long as the overall appearance and character of a highway alignment are retained. Segments which have been widened would qualify only if the modification occurred during the historic period. Pavement

SEE CONTINUATION SHEET

is an inherently fragile feature of highways that is routinely covered over and replaced. Some early alignments of Route 66 were never paved. Therefore, while original pavement would be a desired feature of nominated alignments, it is not a registration requirement.

Feeling and Setting

Feeling and setting are somewhat subjective registration requirements. Nominated segments of Route 66 should be of sufficient length to preserve the feeling and setting of a continuous road. While measured limits cannot be reasonably set for this requirement, an ideal would be an uninterrupted view down the road to the horizon (see exception, below). Short segments exposed only in the center strip of Interstate 40, for example, would not qualify for listing. The setting should reflect the general character of the historic period, with minimal intrusive elements. Associated properties from the historic period which line the old route add to the historic setting and feeling of the road.

The close proximity of Route 66 to Interstate 40 presents some interesting integrity questions. I-40 has divided historic Route 66 into individual segments nominated as single properties. These segments often form isolated, uninterrupted sections distinctly separated from other sections by long intervals. In other cases, a long alignment may be bisected once or twice by Interstate 40, or another intrusive road. When a long alignment is so bisected, it will still meet the registration requirements because of the strong historical and physical association of the divided segments, and the fact that intrusive road will in all likelihood represent a later manifestation of the east-west transportation theme (that is, I-40).

SEE CONTINUATION SHEET

I. Name of Property Type Rural Route 66

II. Description

These segments of road provide local access from Interstate 40 and remain in active use. As Route 66 was realigned through the years, these access routes were abandoned to the control of local agencies such as counties and national forests. The agencies provide routine maintenance in the form of patching, paving, and grading. These sections date from the earliest alignments of Route 66 (ca. 1921) into the 1950s. Earlier sections generally remain unpaved graded roads, while later alignments are paved. They most often retain original pavement, culverts, bridges, right-of-way markers, and other features. Associated properties (curio shops, gas stations, tourist camps--both active and abandoned) can occasionally be found along these sections.

III. Significance

When Route 66 became established as a national highway, businesses, homes, and attractions developed along the roadway. As realignments were built away from these areas, local access had to be maintained. These segments continued in use under local designations and jurisdictions. They are found in rural settings, but often have associated buildings or structures to which access was provided. These abandoned sections represent Route 66 while it was in its heyday as a major transcontinental highway; they were often an economic link between remote communities. They are associated with the explosive growth of automobile tourism and with the general theme of transportation in America between ca. 1920 and 1942. They also represent early highway engineering standards.

IV. Registration Requirements

Rural Route 66 should retain integrity of design, workmanship, location, feeling, association, and setting (defined below).

Association

The property must have been a part of US Route 66 between 1926 and 1944. Segments built prior to 1926 qualify only if they became part of official Route 66. Historical data, such as engineering plans, old maps, or photographs should verify that a property is associated with historic Route 66 and not earlier or later alignments.

SEE CONTINUATION SHEET

Design, Location, Workmanship

The property must retain the essential features that identify it as a highway. These features include the original cross-section template (comprised of cut banks, fill slopes, road bed, grade, etc.), original alignment, and associated features like culverts and bridges, although a small number of these features may have been modified or replaced. Segments which have been widened would qualify only if the modification occurred during the historic period. Pavement is an inherently fragile feature of highways and is routinely covered over and replaced. Some early alignments of Route 66 were never paved. Therefore, while original pavement would be a desired feature of nominated alignments, it is not a registration requirement.

Feeling and Setting

Feeling and setting are somewhat subjective registration requirements. Nominated segments of Route 66 should be sufficiently long enough to preserve the feeling and setting of a continuous road. While measured limits cannot be reasonably set for this requirement, an ideal would be an uninterrupted view down the road to the horizon. The setting should reflect the same general character of the historic period, with minimal intrusive elements. Associated properties from the historic period which line the old route add to the historic setting and feeling of the road.

SEE CONTINUATION SHEET

I. Name of Property Type Urban Route 66

II. Description

Route 66 linked the "Main Streets" of towns and cities along its path. In these town settings, the road is flanked by historic buildings within downtown centers (often designated historic districts like Flagstaff, Williams, and Kingman). Motels, gas stations, restaurants, curio shops, and other tourist facilities flank the highway at the periphery of the towns.

III. Significance

Route 66 essentially began in the main streets of towns and cities and expanded from there to link neighboring communities. These centers were focal points for the route, and the first segments to be paved. The downtown center and strip of tourist-related businesses represent the geographic changes brought by auto-mobility and reflect Route 66's heyday as a major transcontinental highway. Urban Route 66 is associated with the explosive growth of automobile tourism, the general theme of transportation in America between ca. 1920 and 1944, and, (in this instance) with the role of Route 66 in community development).

IV. Registration Requirements

Urban Route 66 should retain integrity of design, workmanship, location, feeling, association, and setting (as defined below). This requirement will exclude segments of commercial strip developed after 1944, although some isolated associated property types may be present.

Association

The property must have been a part of US Route 66 between 1926 and 1942. Segments built prior to 1926 qualify only if they became part of official Route 66. Historical data, such as engineering plans, old maps, or photographs should verify that a property is associated with Route 66 and not earlier alignments or local roads. Endpoints will largely be determined by the presence of associated roadside businesses from the historic period.

SEE CONTINUATION SHEET

Design, Location, Workmanship

The property must retain the essential features that identify it as a highway within a town center. These features include the original cross-section template (usually comprised of road bed only in this setting), original alignment, and associated features like culverts and bridges, although it is recognized that a number of these features may have been modified or replaced. Segments which have been widened would qualify only if the modification occurred during the historic period. Pavement is an inherently fragile feature of urban roadways and is routinely covered over and replaced. Curbs and sidewalks in this setting are also subject to replacement. Therefore, while original pavement, curbs, and sidewalks would be a desired feature of nominated alignments, it is not a registration requirement.

Feeling and Setting

In a town center environment, feeling and setting requirements can be more easily applied. The exact beginning and end points of nominated segments can be determined by a survey of roadside structures, much in the way that downtown historic districts are delineated. A majority of associated properties should date from the historic period (pre-1944) and should represent typical commercial buildings or roadside businesses from that period. The setting should reflect the character of the historic period, with minimal intrusive elements. Associated properties from the historic period which line the old route add to the historic setting and feeling of the road.

G. Summary of Identification and Evaluation Methods

Discuss the methods used in developing the multiple property listing.

This multiple property nomination is presently confined to the various manifestations of historic US Route 66 within its original right-of-way, 66 feet to each side of the road centerline. Several additional associated property types from the historic period which line the old route add to the historic setting and feeling of the road. They form additional potential categories of property types which could be linked to the Multiple Property context. These properties are not, however, included in this nomination.

The multiple property nomination for Route 66 in Arizona initially includes excellent examples of each defined property type found within the boundaries of the Kaibab National Forest (KNF) and its headquarter town, Williams, Arizona. Intensive survey of the route was contained within KNF boundaries; the author examined other sections of the route throughout Arizona in a more cursory manner. Identification of abandoned alignments was enhanced through the use of aerial photographs and old maps; sections were then field-checked for condition and integrity. In the field, the road and associated features were measured, described, and photographed. These observations were checked against archival source material to verify the identification of the route.

SEE CONTINUATION SHEET

H. Major Bibliographical References

BOOKS, BOOKLETS, AND MANUSCRIPTS

Arizona Good Roads Association. Road Maps and Tour Book. Prescott: Arizona Good Roads Association, 1913; reprint ed., Phoenix: Arizona Highways, 1987.

Bowman, Eldon G. and Jack Smith. "The Beale Road Through the Kaibab National Forest," 1978. Ms. on file, Kaibab National Forest.

Fuchs, James R. "A History of Williams, Arizona, 1876-1951." University of Arizona Social Science Bulletin, No. 23. University of Arizona, Tucson, 1955.

Pfalzer, James, Robert Ohnleiter, John Hill, Paul Klooz, Caryn Meron. Historical Notes, Existing Road System and Current Regulation of Highway Transportation in Arizona (Arizona Highway System Report #3-77-2). Phoenix: Arizona Department of Transportation, November 1, 1977.

Rittenhouse, Jack D. A Guide Book to Highway 66. Los Angeles: Jack D. Rittenhouse, 1946

SEE CONTINUATION SHEET

Primary location of additional documentation:

__	State historic preservation office	__	Local government
__	Other State agency	__	University
xx	Federal agency	__	Other

Specify respository: Kaibab National Forest

I. Form Prepared By

name/title Teri A. Cleeland, Archeologist
organization Kaibab National Forest date August 2, 1988
street/number 800 S. Sixth St. phone (602) 635-2681
city or town Williams state Arizona zip code 86046

One potential property type includes tourist-related facilities like shops, service stations, restaurants, motels, developed campgrounds, etc., either active or abandoned. Although these could readily be added to this multiple property nomination, they are beyond the scope of this project. The nominated sections on the Kaibab National Forest contain few, if any, such properties. Most are on private land. Another potential property type includes the archeological remains of travelers in the form of isolated debris and temporary roadside camps. Intensive archeological survey along the roadside would be necessary to locate and document this property type. Additional property types could be historic bridges, culverts, and other engineering features that connected the various alignments of Route 66. A Thematic National Register nomination entitled "Vehicular Bridges in Arizona" resulted in National Register listing of several bridges associated with Route 66. These bridges include the following: Canyon Padre, Canyon Diablo, Walnut Canyon, Querino Canyon, Chevelon Creek, Old Trails Highway, and the Lithodendron Wash Bridges. The study excluded concrete box culverts as "intrinsically nonsignificant" within the defined context and criteria of the bridge survey. However, bridges and culverts may be considered significant for their association with Route 66. They are particularly important, and may be individually eligible for nomination, if they define the path of obliterated sections of Route 66 and retain integrity. Where the roadway is ineligible for listing because its cross-section template is destroyed, the associated bridges and culverts are a tangible reminder of the route's location. Furthermore, the handbuilt masonry culverts of the early 1920s are significant for their representation of pre-standardization in highway construction techniques and individual craftsmanship.

Engineering plans and reports for sections of the route were invaluable aids that provided information on precise locations, dates of construction, engineering concerns and standards, associated features like bridges and culverts, grades, cross-section templates, etc. Plans were located in the KNF right-of-way files, the Coconino County Courthouse, and at the Arizona Department of Transportation. The KNF right-of-way files provided additional information regarding dates of abandonment and disposition of the route, as well as dates of new construction. Early issues of Arizona Highways and the Williams News provided excellent technical and contextual information. The Multiple Property documentation for Vehicular Bridges in Arizona, completed for the Arizona Department of Transportation, also provided valuable information. Historic photographs from Williams, the Arizona State Capitol Archives and the National Archives; and oral interviews were helpful sources, particularly in determining integrity of setting. Route 66 is continually celebrated in print, and numerous secondary sources were examined.

SEE CONTINUATION SHEET

This document was developed in consultation with Architectural Historian Roger Brevoort of the Arizona State Historic Preservation Office regarding the concept and rationale behind the nomination. The Kaibab National Forest conducted the survey with the cooperation and support of the City of Williams, the Arizona Department of Transportation, and the Coconino County Highway Department, who have jurisdiction over parts of the nominated properties.

Because US Route 66 was an interstate highway and had nationwide impact, it can be considered nationally significant. However, the historic context "US Route 66 in Arizona ca. 1920-1944" is a practical construct in terms of political and temporal boundaries. Arizona is a logical boundary because the road building program was administered by the Arizona Highway Department and historical events relating to the route reflect general trends within the state. The requirement that only alignments known officially as Route 66 allows for easy verification and provides a relatively consistent starting date for the context. Furthermore, it recognizes the significance of the route within a national system, as opposed to earlier local routes. The end date of 1944 (the passage of the Federal Highway Act) is also logical because it altered Federal highway policies. Route 66 had essentially attained its final form, and a new era in Federal interstate highway administration was initiated. Although the road had essentially attained its final form in 1944, associated tourist-oriented properties continued to be constructed until the 1960s. These properties which post-date the period of significance may be evaluated for National Register eligibility in the future.

The property type definitions are based on current appearance, which is a function of current use. Properties can only be compared within defined types because they are functionally and morphologically distinct. Additional property types which could be added to the multiple property nomination have already been discussed.

National Register standards formed the basis for assessing integrity within property types. Integrity requirements for each property type were derived from knowledge about the condition of existing properties. Materials are not considered as important an aspect of integrity as others because the major material components of roadways, surfacing and pavement, are inherently fragile and often replaced. Roads are more a function of design than materials.

Wurtz, Michael, "Route 66: From Beale to Bypassed," Student paper dated February 11, 1987, on file at Northern Arizona University Special Collections Library, Flagstaff, and Kaibab National Forest, Williams.

Scott, Quinta and Susan Croce Kelly. Route 66: The Highway and Its People. Norman: University of Oklahoma Press, 1988.

PERIODICALS

Arizona Highways: February, 1926; March, 1926; April, 1926; January, 1927; April, 1927; May, 1927; October, 1927; November, 1927; April, 1928; May 1928; June, 1928; July, 1928; August, 1928; November, 1928; February, 1929; May, 1929; March, 1930; June, 1930; May, 1931; July, 1931; February, 1932; August, 1932; September, 1932; October, 1932; November, 1932; July, 1933; August, 1933; October, 1933; January, 1934; April, 1934; June, 1934; October, 1934; May, 1935; December, 1935; February, 1936; September, 1937; November, 1937; May, 1940; April, 1944; May, 1955; July, 1981.

Bosse, Blayne and Robert Byars, "Historic Route 66 Rediscovered," Discover Flagstaff (magazine), Winter/Spring 1988.

Corbett, Peter, "Rearview Mirror Scenes of the Old Highway," Northlander, May 31, 1979.

Daniels, Steve, "Historic Route 66 is Honored," The Arizona Republic, April 24, 1988.

Helliker, Kevin, "Getting Mileage Out of Old '66'," Arizona Trend, March 1988.

Lamb, David, "Mystique Travels Decaying Highway," Albuquerque Journal, Aug. 9, 1988.

Smith, Fred, "Route 66 Will Be Put on State's Historic List," Arizona Republic, November 21, 1987.

Tolan, Sandy, "Get Your Kicks on Route B-40," The Flagstaff Times, Aug. 7, 1985.

Williams News: June 3, 1915; March 25, 1915; April 27, 1928; June 15, 1928; June 22, 1928; July 10, 1928; Dec. 2, 1932; Jan. 13, 1933; March 31, 1933; July 21, 1938.

GOVERNMENT DOCUMENTS

Fraser, Clayton B., "Vehicular Bridges in Arizona", National Register Nomination, 1987.

SEE CONTINUATION SHEET

Kaibab National Forest File 2730: Road and Trail Right-of-Way. Various files relating to Route 66 and Interstate 40, on file at the Kaibab National Forest Supervisor's Office, Williams, Arizona.

Kaibab Recreation Plan. Ms. dated 1940, in Kaibab National Forest historical files, Williams, Arizona.

Williams Town Council meeting minutes: July 16, 1926; January 21, 1927; April 24, 1928; July 27, 1931; July 9, 1932.

MAPS, PHOTOGRAPHS, AND ENGINEERING PLANS

Maps:

General Land Office Survey Plats, various dates, on file at the Kaibab National Forest.

Kaibab National Forest, Arizona, 1944. In Kaibab National Forest historical files.

Sanborn Fire Insurance Maps, Williams, on file at Northern Arizona University Special Collections Library, Flagstaff.

Photographs:

Aerial photographs dated 1972 and 1986, on file at the Kaibab National Forest, Williams.

Arizona Department of Transportation documentary photographs c. 1940. Box 1-4, Arizona State Capitol Archives, Phoenix.

Arizona State Capitol Archives photo collections, Williams file.

National Archives: Forest Service photo collection, Washington, DC.

Plans:

Arizona Department of Transportation Engineering Records Division, plans on file for various projects, Phoenix.

SEE CONTINUATION SHEET

Ash Fork-Flagstaff Highway: US Highway 66, ca. 1932. In Kaibab NF historical files.

Ash Fork-Flagstaff Highway: Project No. I-40, Dec. 8, 1960. In Kaibab NF historical files.

Route 4: Ashfork-Flagstaff-Angell (74.1 miles), March, 1932. In Kaibab NF historical files.

United States Department of Agriculture Bureau of Public Roads, District 2. "Location Survey Report, Forest Highway 4B & C," 1932. In Kaibab National Forest Historical Files, Williams.

Williams-Ash Fork Highway, Federal Aid Project No. 51 & 37. ca. 1922. Tube #2, Coconino County Recorder's Office, Flagstaff.

PERSONAL COMMUNICATION

Agnes Bustillos, Williams resident since the mid-1920s, June and July 1988

Lois Donovan, Williams and Ash Fork resident since 1929, July, 1988

Edward Silva, Williams resident between 1900-1921 and 1984-present, July, 1988

Ronald F. Tissaw, Williams resident since 1949, August, 1988

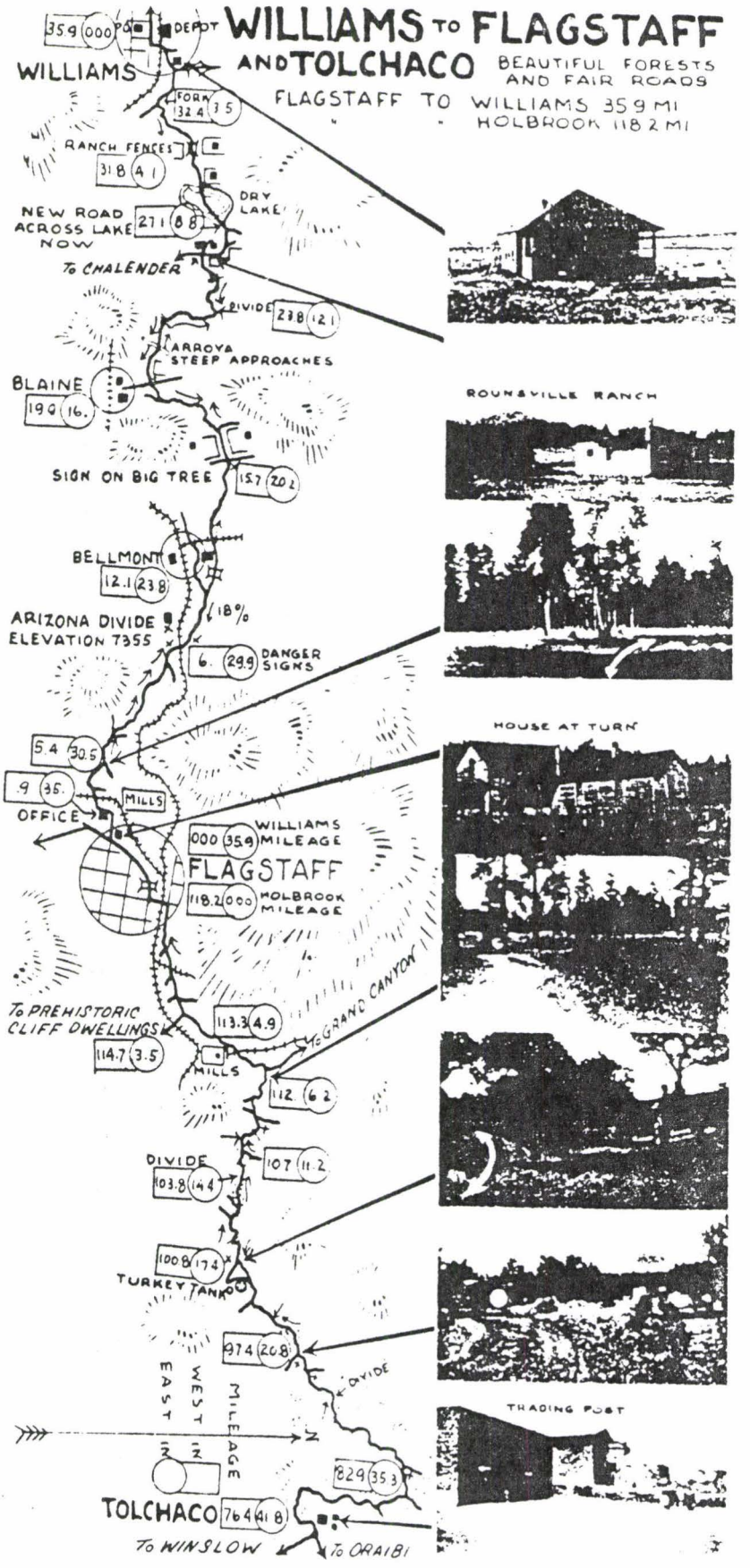


Figure 1. Map showing the precursor to Route 66, circa 1913. From: Arizona Good Roads Association Illustrated Road Maps and Tour Book, 1913 (reprinted 1987 by Arizona Highways magazine).

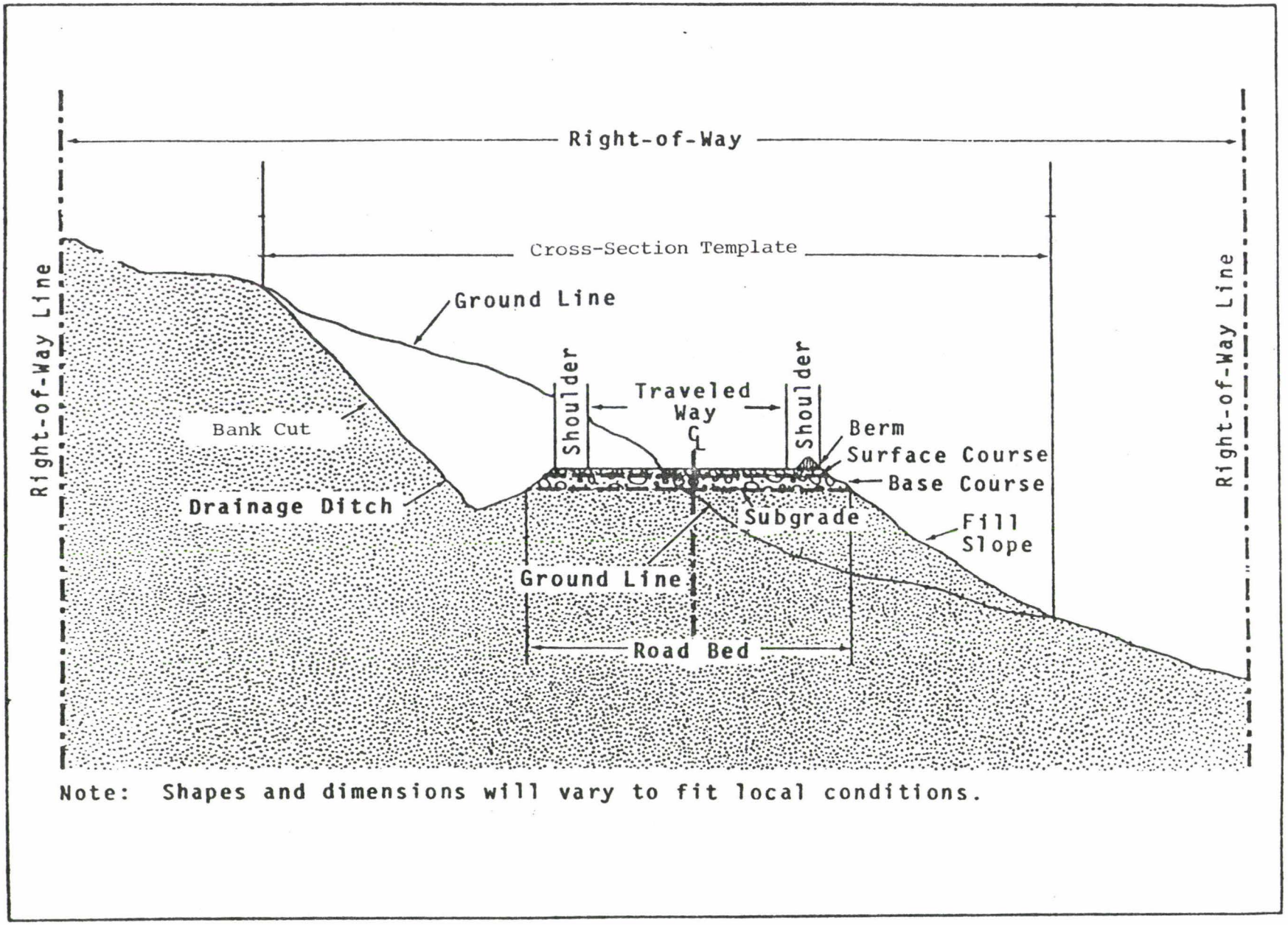


Figure 2. Illustration of Road Structure Terms

(From: US Forest Service Engineering Manual 7700-100R (April, 1985)

United States Department of the Interior
National Park Service

NPS form 10-900

NATIONAL REGISTER OF HISTORIC PLACES
REGISTRATION FORM

"ABANDONED" ROUTE 66

1. Name of Property

historic name ABANDONED ROUTE 66: ASH FORK HILL
other names/site number Old Route 66 / AR-03-07-01-1166

2. Location

street & number north of Interstate 40 / /not for publication
city, town between Ash Fork and Williams /xx/vicinity
state Arizona code AZ county Coconino code 005 zip code N/A

3. Classification

Ownership of Property	Category of Property	Number of Resources within Property	
		Contributing	Noncontributing
_ private	_ building(s)		buildings
_ public-local	_ district		sites
_ public-State	_ site		structures
x public-Federal	x structure	2	objects
	_ object		Total
		2	

Name of related multiple property listing:

Historic US Route 66 in Arizona

Number of contributing resources previously listed in the National Register

4. State/Federal Agency Certification

As the designated authority under the National Historic Preservation Act of 1966, as amended, I hereby certify that this _nomination _request for determination of eligibility meets the documentation standards for registering properties in the National Register of Historic Places and meets the procedural and professional requirements set forth in 36 CRF Part 60. In my opinion, the property _meets _does not meet the National Register criteria. _See continuation sheet.

Signature of certifying official Date

USDA - Forest Service

In my opinion, the property _meets _does not meet the National Register criteria. _See continuation sheet.

Signature of certifying official Date

State Historic Preservation Office

5. National Park Service Certification

I, hereby, certify that this property is:

_entered in the National Register.
_See continuation sheet.
_determined eligible for the National Register.
_See continuation sheet.
_determined not eligible for the National Register.
_removed from the National Register.
_other, (explain:)

Signature of the Keeper Date of Action

6. Function or Use

Historic Functions (enter categories from instructions)	Current Functions (enter categories from instructions)
TRANSPORTATION /road-related (vehicular)	Abandoned/not in use
[Interstate Highway]	

7. Description

Architectural Classification (enter categories from instructions)	Materials enter categories from instructions)
N/A	foundation
	walls
	roof
	other earth fill, asphalt and cinder surfacing, concrete and cement rubble masonry culverts

Describe present and historic physical appearance.

This property includes two structures: a 1921-22 and a 1932-33 alignment of Route 66 in the vicinity of Ash Fork Hill. Both structures are nominated as a single property because of their physical proximity; in several places the 1932-33 alignment covered the earlier road. Furthermore, both structures were designed to ascend Ash Fork Hill, a 1,700 foot escarpment that was one of the steepest sections along the entire length of Route 66. The two structures demonstrate an evolution in road construction in the decade that saw an explosive increase in automotive use. Although this property is bisected in one place by Interstate 40, the divided segments have strong physical and historical association. Despite having been abandoned for 38 and 56 years, the well-preserved structures retain integrity.

The 1921-22 road which would be designated Route 66 in 1926 was built in two sections. The western 4.8 miles, Federal Aid Project (FAP) 51, was built between October 1921 and January 1923 at a cost of $27,270.86. The 20' wide roadway had a 14' cinder surfaced travelway which was never paved. The eastern 2.8 miles (FAP 37) ascended Ash Fork Hill, and at $50,082.50, cost nearly twice as much to build. State highway crews built this section between July 1921 and June 1922. The roadway here was wider: 22' wide with a 16' cindered travelway. The road was cut into the side of a canyon over most of its length, with bank cuts and side fills its primary features. The road twists and turns as it ascends the side of the canyon. At drainages, workers built metal culverts with basalt rubble masonry and cement headwalls. These headwalls have an appearance of hand craftsmanship not seen in later standardized concrete box culverts. The cement on one culvert is inscribed "May 16 '22".

In 1930-31, state highway engineers drew up plans to improve this section of road. FAP 37 and 51 were combined into the 8.2 mile-long Forest Highway Project 4-B. It followed the same general location of the earlier road, but engineers widened the roadbed and made "numerous refinements in grade and alignment". They investigated alternative ways to ascend Ash Fork Hill, but all would have been longer and more difficult to build. A large amount of fill material was used to maintain an even grade and straight alignment. The fill also kept the road high to facilitate snow removal, which was a primary engineering concern on this section . Cuts through hills were avoided whenever possible to combat snow banks, and deep ditches in several places provided dumps for snow.

/x̄/ See continuation sheet

Skousen Brothers, highway contractors, built the road up Ash Fork Hill beginning in the summer of 1932. Progress proceeded slowly because of the enormous amount of fill required for the curved section at the head of a deep canyon near the top. Work continued into the winter of 1933, and the surface was coated with an "asphaltic dust pallative" in July of that year. The final seal coat pavement was placed in 1935.

Although the roadway was much improved, Ash Fork Hill continued to plague travelers, especially as traffic increased in the 1940s. In 1950, engineers again realigned this section by blasting a new road grade straight up through the steep canyon. Interstate 40 was later built on top of the 1950 alignment.

In 1964, the Arizona Highway Department officially abandoned these alignments to the Kaibab National Forest. Aside from obliteration of access points, the old roads were left intact--even the guard rails still stand on the 1933 canyon curve. The remaining pavement is cracked with weeds growing through it, and erosion has cut across parts of the roads (the 1922 alignment never was paved). A short section of the 1922 road is used for local access, but the remainder is closed to traffic, another factor contributing to its good preservation. In places, the 1933 road destroyed the earlier alignment, and Interstate 40 slashes the property in two. However, both structures retain a high degree of integrity and association with the historic period.

8. Statement of Significance

Certifying official has considered the significance of this property in relation to other properties:

|x|nationally |_|statewide |_|locally

Applicable National Register Criteria |x|A |_|B |_|C |_|D

Criteria Considerations (Exceptions) |_|A |_|B |_|C |_|D |_|E |_|F |x|G

Areas of Significance (enter categories from instructions)	Period of Significance	Significant Dates
Transportation	1921-1944	
	Cultural Affiliation	
	N/A	

Significant Person	Architect/Affiliation
N/A	N/A

State significance of property, and justify criteria, criteria considerations, and areas and periods of significance noted above.

This part of abandoned Route 66 is significant for its association with Historic US Route 66 in Arizona and the theme of transportation in America ca. 1920-1944. It also illustrates the evolution of road engineering standards to keep pace with changing transportation needs.

The original road down Ash Fork Hill was only one lane wide and so rutted that tire walls wore out before the treads did. It had no drainage features or road surfacing. The 1922 county road was a tremendous improvement and more than adequate for the low volume of traffic it carried. People generally did not travel far or in adverse weather in the early 1920s. Winter snows made roads impassable; the highway department did not attempt to clear roadways, nor were roads designed for winter weather. A 1934 Arizona Highways article summed up the situation this way: "Ten years ago it was a bold man who attempted to reach the West Coast over U.S. Route 66 during January and February; and if he were fortunate enough to get to Winslow, he would load his car on a Santa Fe freight and ship across to Kingman. . . . Traffic was light--very light--ten year ago, and highway maintenance . . . was not expected to keep the road open during the snow season." Traffic increased substantially in the late 1920s, with large buses and trucks a new addition to the road. Engineers designed the 1932-33 alignment to facilitate snow removal, accomodate increasing traffic and speeds, and improve safety. Engineers wrote that the straighter alignment and gentler grade of the new road would " . . . materially lessen the driving hazard on Ashfork Hill as the old road is steep and the curvature is sharp. The minumum sight distance has been increased. . . . " This fact is obvious when the two alignments are compared in plan view.

/x/ See continuation sheet

This rough and lonely stretch of road had no businesses or attractions alongside it. This section of Route 66 passed through rolling hills clad with juniper at about 6,000 feet in elevation. Although it could become hot in summer and cold in winter, the climate was generally mild. Refuse scattered along the roadside is evidence of the area's popularity for camping. The 1922 road had a handcrafted appearance, with its narrow, twisting roadway and hand constructed basalt rubble culvert headwalls. The 1933 alignment demonstrates the beginnings of modern highway engineering standards, with fill material forming artificial grades resulting in straighter alignments and standardized concrete box culverts. Yet even the 1933 road appears antiquated when compared with the present alignment of Interstate 40, first built in 1950. Route 66's importance as a major interstate highway justified the tremendous cost of blasting and filling in an artificial grade straight up the steep escarpment. All three of the Ash Fork Hill alignments clearly illustrate engineering solutions to the problem of surmounting the Ash Fork escarpment that were appropriate for their time.

The Ash Fork Hill section is an excellent example of the abandoned Route 66 property type. The cross-section template remains intact, and most associated features (pavement, culverts, guard rails) are still in place. This section imparts a strong feeling of historic association. It retains integrity of design, workmanship, location, feeling, association, and setting.

9. Major Bibliographical References

Kaibab NF Road and Trail Right-of-Way file 2730: Williams-Ash Fork Highway (US 66)
On file at the Kaibab NF Supervisor's Office, Williams, AZ

Arizona Highways, January 1934, "Traffic Must Keep Moving."

|x| See continuation sheet.

Previous documentation on file (NPS):
|_| preliminary determination of individual listing (36 CFR 67) has been requested.
|_| previously listed in the National Register
|_| previously determined eligible by the National Register
|_| designated a National Historic Landmark
|_| recorded by Historic American Buildings Survey #_____
|_| recorded by Historic American Engineering Record #_____

Primary location of additional data:
|_| State hist. preservation office
|_| Other State agency
|x| Federal agency
|_| Local government
|_| University
|_| Other

Specify repository:
Kaibab National Forest

10. Geographical Data

Acreage of property 160 acres

UTM References

	Zone	Easting	Northing
A	12	370810	3897850
B	12	378000	3897900
C	12	379600	3898360
D			

|_| See continuation sheet

Verbal Boundary Description

This property includes two structures: the exposed length of the 1922 alignment is 4.5 miles (7.2 km) and the exposed length of the 1932-33 alignment is 6 miles (9.6 km). Both have the same beginning and end points. These points occur where subsequent construction has buried the original alignment. The property is discontiguous where Interstate 40 slices through it (see attached map and UTM references for these points). Boundary width is 66 feet to each side of each structure's centerline, the original right-of-way. The ROW is defined by standard concrete markers.

|_| See continuation sheet

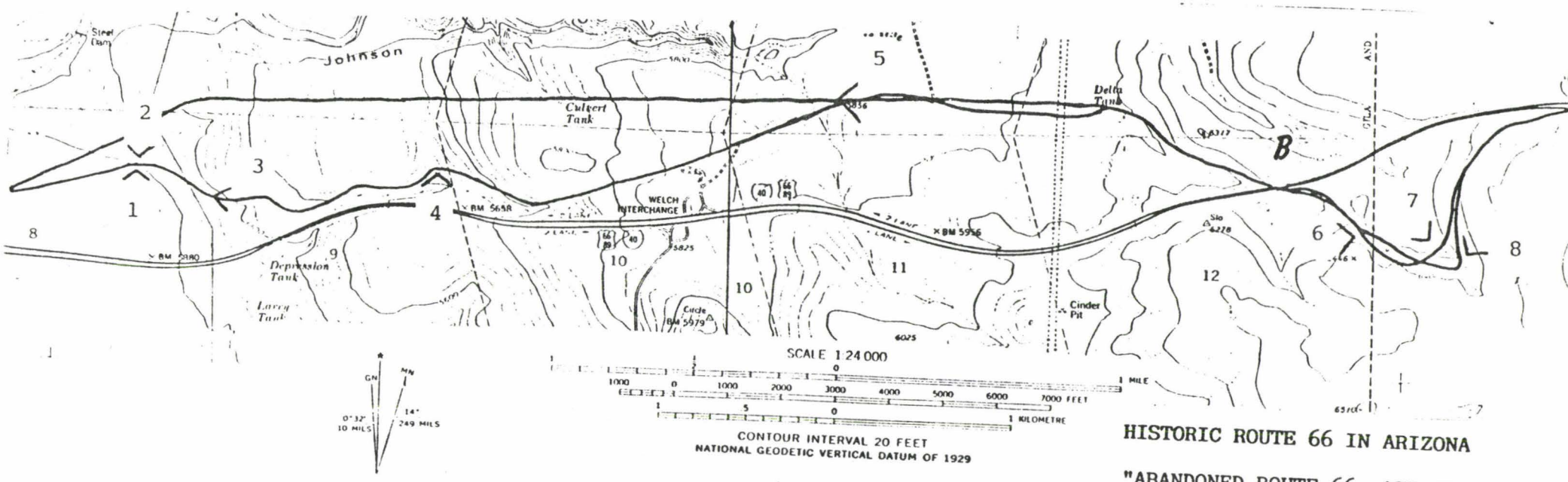
Boundary Justification

The boundary includes the property type "Abandoned Route 66" defined in the multiple property form. All improvements are contained within the ROW. The boundary includes two structures closely related in theme and function. Although Interstate 40 bisects the property, the divided segments have strong physical and historical association.

|_| See continuation sheet

11. Form Prepared By

name/title Teri A. Cleeland
organization Kaibab National Forest date August 1, 1988
street & number 800 S. Sixth St. telephone (602) 635-2681
city or town Williams state AZ zip code 86046



HISTORIC ROUTE 66 IN ARIZONA

"ABANDONED ROUTE 66: ASH FORK HILL"

Zone 12

A: 370810E
3897850N

B: 378000E
3897900N

C: 379600E
3898360N

Abandoned Route 66: Ash Fork Hill. Photo points numbered.

United States Department of the Interior
National Park Service

NPS form 10-900

NATIONAL REGISTER OF HISTORIC PLACES
REGISTRATION FORM

"RURAL" ROUTE 66

1. Name of Property

historic name RURAL ROUTE 66: PARKS
other names/site number Old Route 66 / Forest Road 146 / AR-03-07-02-1002

2. Location

street & number Forest Road 146 / /not for publication
city, town Parks /xx/vicinity
state Arizona code AZ county Coconino code 005 zip code N/A

3. Classification

Ownership of Property	Category of Property	Number of Resources within Property	
		Contributing	Noncontributing
_ private	_ building(s)		buildings
_ public-local	_ district		sites
_ public-State	_ site		structures
x public-Federal	x structure	1	objects
	_ object		Total
		1	

Name of related multiple property listing:

Historic US Route 66 in Arizona

Number of contributing resources previously listed in the National Register

4. State/Federal Agency Certification

As the designated authority under the National Historic Preservation Act of 1966, as amended, I hereby certify that this _nomination _request for determination of eligibility meets the documentation standards for registering properties in the National Register of Historic Places and meets the procedural and professional requirements set forth in 36 CRF Part 60. In my opinion, the property _meets _does not meet the National Register criteria. _See continuation sheet.

Signature of certifying official Date

USDA - Forest Service

In my opinion, the property _meets _does not meet the National Register criteria. _See continuation sheet.

Signature of certifying official Date

State Historic Preservation Office

5. National Park Service Certification

I, hereby, certify that this property is:

_entered in the National Register.
_See continuation sheet.
_determined eligible for the National Register.
_See continuation sheet.
_determined not eligible for the National Register.
_removed from the National Register.
_other, (explain:)

Signature of the Keeper Date of Action

6. **Function or Use**

Historic Functions (enter categories from instructions)	Current Functions (enter categories from instructions)
TRANSPORTATION/road-related (vehicular)	local highway
[Interstate Highway]	

7. **Description**

Architectural Classification (enter categories from instructions)	Materials enter categories from instructions)
N/A	foundation
	walls
	roof
	other earth fill, asphalt and concrete surfacing, concrete culverts

Describe present and historic physical appearance.

This 6.5 mile (10.5 km) section of Rural Route 66 is used today as a local access road. The road is paved with asphalt, except for a 3.3 mile segment that is covered with Portland cement. Standard concrete box culverts span several washes. The pavement has been in place since this was officially Route 66. Aside from some patch repairs, the roadway has changed little in appearance since the historic period.

This section of road was built in 1931 as part of Forest Aid Project 89-E. The 24' wide oil surfaced (later asphalt surfaced) roadway replaced a circa 1920 alignment located to the south. The magazine Arizona Highways proclaimed that construction of this section would " . . . eliminate 18 miles of narrow, crooked, poorly surfaced road which is particularly dangerous in dry weather due to ravelling and innumerable potholes". The new road featured a straight alignment, improved road surface, and standard concrete box culverts. The 1931 realignment through the community of Parks (then called Maine) moved Route 66 a few feet south of the existing businesses which had grown up along both sides of the earlier alignment. The focus of the community then shifted to the south. The principal business today is the Parks in the Pines general store and Post Office, in place since 1933.

The road passed through the scenic high country of the Coconino Plateau: beginning at the open watered meadows of Pitman Valley, ascending Oak Hill to Garland Prairie Vista, and ending at the small community of Parks. Several tourist-related facilities along the roadside remain standing today, although some are no longer in use.

This section of Route 66 was upgraded in 1939 and 1941. Work in 1939 included excavating deeper through and bank cuts to lessen grades, new pavement (including several miles of Portland cement paving, still extant), some new culverts, and guard rails. Nearly all of the work was contained within the existing 1931 right-of-way, except for one mile east of Parks, which was realigned slightly to the south in 1941 (thereby creating "Abandoned Route 66: Parks (1931)--see separate nomination form). One mile of this realignment is still in active use and is included within the nominated property.

This property was abandoned to Coconino County with completion of Interstate 40 in 1964. Coconino County maintains it under an easement agreement with the Kaibab National Forest and private property owners. It is actively used as a local access road.

8. Statement of Significance

Certifying official has considered the significance of this property in relation to other properties:

|x|nationally |_|statewide |_|locally

Applicable National Register Criteria |x|A |_|B |_|C |_|D

Criteria Considerations (Exceptions) |_|A |_|B |_|C |_|D |_|E |_|F |x|G

Areas of Significance (enter categories from instructions)	Period of Significance	Significant Dates
Transportation	1931-1941	
	Cultural Affiliation	
	N/A	

Significant Person	Architect/Affiliation
N/A	N/A

State significance of property, and justify criteria, criteria considerations, and areas and periods of significance noted above.

This section of Rural Route 66 is significant for its association with Historic US Route 66 in Arizona and the theme of transportation in America between ca. 1920 and 1944.

Route 66 through Parks offered travelers many scenic attractions and amenities. The community of Parks, midway between Flagstaff and Williams had a small store, gas station, restaurant, school, post office, spring water, and campground. Just north and west of Parks, the Fireside Inn offered tourists cabins, a gas station, and barbeque lunch counter. Continuing west, campers could stay at Spitz Springs Forest Camp or at the scenic Garland Prairie Vista with its spectacular view of the San Francisco Peaks. Winter recreationists found a short ski run and shelter on Oak Hill. In Pitman Valley, at the west end of this nominated property, the two story log cabin McHat Inn (later known as the Wagon Wheel Lodge) provided guest cabins and a filling station. The Elmo Dance Hall was across the road. Large stone monuments along the roadside gave directions to Grand Canyon National Park, the turnoff to which was just east of Williams.

Many of the associated properties on this stretch can still be found along the roadway, although most no longer fulfill their original function. The Parks in the Pines general store and nearby campground are still open, but all of the other tourist facilities along the way have closed and stand empty. Camping is no longer permitted at Garland Prairie Vista, and the Oak Hill Ski Run is now a snow play area for sledders. Although abandoned, the historic properties still convey a strong sense of association with historic Route 66. There are few modern encroachments.

/x/ See continuation sheet

The Parks section is an excellent example of Rural Route 66. The cross-section template and pavement from the historic period remain intact. A drive down this part of old Route 66 imparts a strong feeling of historic association to the traveler. It retains integrity of design, workmanship, location, feeling, association, and setting.

9. Major Bibliographical References

"As Built" plans dated 1/29/32 and 11/25/40 Federal Aid Project 89-E; and 5/15/43 Federal Aid Project 89-D: Ash Fork-Flagstaff Highway. On file at ADOT Engineering Records Division, Phoenix.

Kaibab National Forest Recreation Plan 1940. On file in Kaibab NF historical records.

Kaibab National Forest right-of-way file 2730: Roads and Trails.

Arizona Highways July 1931.

Jack D. Rittenhouse A Guide Book to Highway 66, Jack D. Rittenhouse, Los Angeles CA, 1946.

Personal communication, Ronald F.Tissaw.

|_| See continuation sheet.

Previous documentation on file (NPS):

|_| preliminary determination of individual listing (36 CFR 67) has been requested.
|_| previously listed in the National Register
|_| previously determined eligible by the National Register
|_| designated a National Historic Landmark
|_| recorded by Historic American Buildings Survey #_____
|_| recorded by Historic American Engineering Record #_____

Primary location of additional data:

|_| State hist. preservation office
|_| Other State agency
|x| Federal agency
|_| Local government
|_| University
|_| Other

Specify repository:
Kaibab National Forest

10. Geographical Data

Acreage of property 104 acres

UTM References

	Zone	Easting	Northing		Zone	Easting	Northing
A	12	404875	3902600	B	12	415390	3901940
C				D			

Verbal Boundary Description

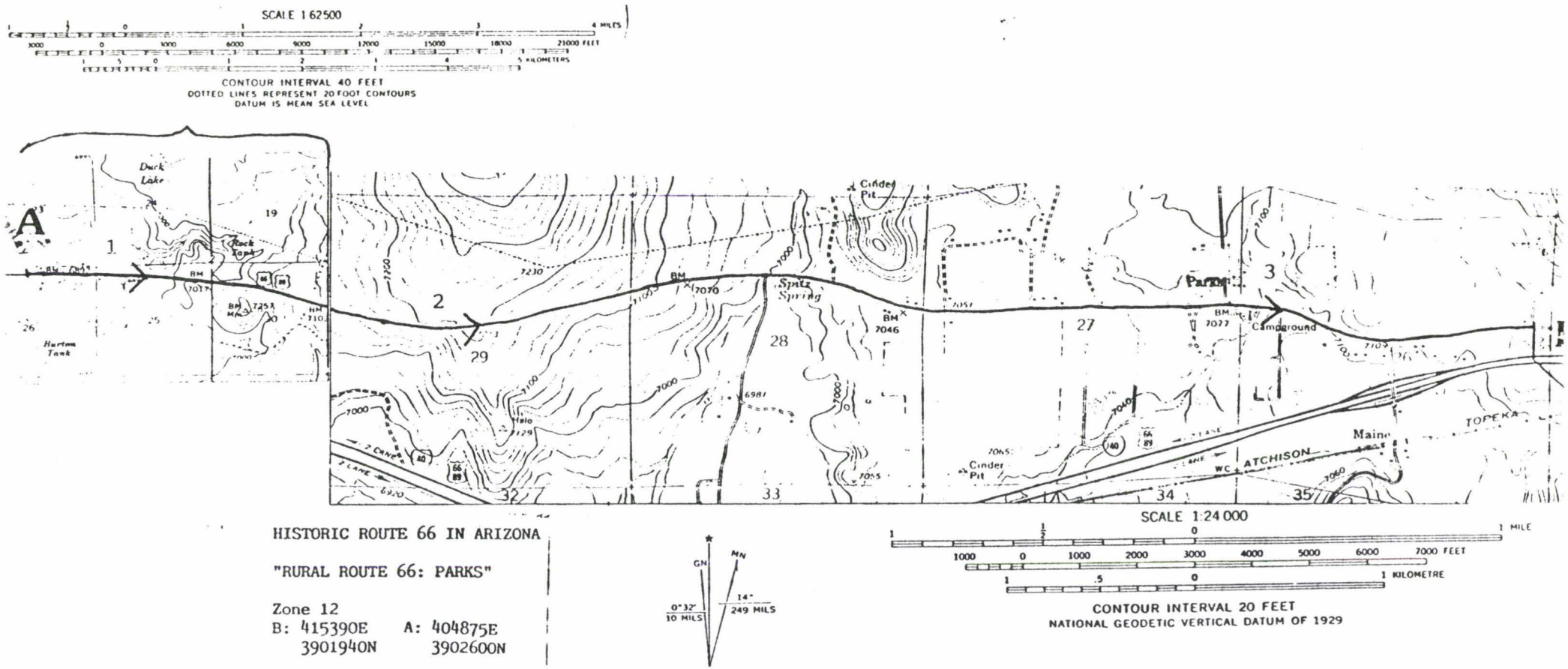
This property is a 6.5 mile (10.5 km) long section of Rural Route 66 (Forest Road 146) in the vicinity of Parks, AZ maintained by Coconino County. The east end is defined by obliterated Route 66 and the west end is defined by the end of the original alignment (see UTM references). The sides are defined by the original right-of-way, 66 feet to each side of the centerline (marked in this section by steel I beams). See attached map. |_| See continuation sheet

Boundary Justification

The boundary includes the property type "Rural Route 66" defined in the multiple property form. All improvements associated with this property are contained within the original right-of-way. |_| See continuation sheet

11. Form Prepared By

name/title Teri A. Cleeland, Archeologist
organization Kaibab National Forest date August 4, 1988
street & number 800 S. Sixth St. telephone (602) 635-2681
city or town Williams state AZ zip code 86046



Rural Route 66: Parks. Photo points numbered. Note different map scales.

United States Department of the Interior
National Park Service

NPS form 10-900

NATIONAL REGISTER OF HISTORIC PLACES
REGISTRATION FORM

"URBAN" ROUTE 66

1. Name of Property

historic name URBAN ROUTE 66: WILLIAMS
other names/site number Bill Williams Avenue / AR-03-07-01-1168

2. Location

street & number Bill Williams Avenue / /not for publication
city, town Williams / /vicinity
state Arizona code AZ county Coconino code 005 zip code 86046

3. Classification

Ownership of Property	Category of Property	Number of Resources within Property	
		Contributing	Noncontributing
[ ] private	[ ] building(s)		buildings
[ ] public-local	[ ] district		sites
[ ] public-State	[ ] site	1	structures
[x] public-Federal	[x] structure		objects
	[ ] object	1	Total

Name of related multiple property listing:

Historic US Route 66 In Arizona

Number of contributing resources previously listed in the National Register

4. State/Federal Agency Certification

As the designated authority under the National Historic Preservation Act of 1966, as amended, I hereby certify that this [ ]nomination [ ]request for determination of eligibility meets the documentation standards for registering properties in the National Register of Historic Places and meets the procedural and professional requirements set forth in 36 CRF Part 60. In my opinion, the property [ ]meets [ ]does not meet the National Register criteria. [ ]See continuation sheet.

Signature of certifying official Date

USDA - Forest Service

In my opinion, the property [ ]meets [ ]does not meet the National Register criteria. [ ]See continuation sheet.

Signature of certifying official Date

State Historic Preservation Office

5. National Park Service Certification

I, hereby, certify that this property is:

[ ]entered in the National Register.
[ ]See continuation sheet.
[ ]determined eligible for the National Register.
[ ]See continuation sheet.
[ ]determined not eligible for the National Register.
[ ]removed from the National Register.
[ ]other, (explain:)

Signature of the Keeper Date of Action

6. **Function or Use**

Historic Functions (enter categories from instructions)	Current Functions (enter categories from instructions)
TRANSPORTATION/road-related (vehicular)	city street
[Interstate Highway]	

7. **Description**

Architectural Classification (enter categories from instructions)	Materials enter categories from instructions)
N/A	foundation
	walls
	roof
	other asphalt over concrete surfacing

Describe present and historic physical appearance.

Route 66 through Williams began as a dirt street in the center of town which was later cindered and then paved. Despite some modern encroachments, most of Route 66 through Williams is lined with properties dating from the historic period. The four block long Williams Historic Business District (listed on the National Register 12/30/84) dates to the turn-of-the-century. It is flanked on the east and west by a commercial strip with motels, service stations, and restaurants dating to the 1920s, 1930s, and 1940s. One block of this commercial strip is west of the business district, and four blocks are to the east. The distribution and construction dates of these associated properties in Williams are directly related to construction of Route 66. Williams claims the distinction of being the last town in America through which Federally-designated US Route 66 passed. It is a good example of Route 66 in an urban setting.

In 1921, Williams had a 1.6 mile-long graded and cindered roadway that replaced an earlier muddy track. It was paved with Portland cement in two separate projects: the west end in 1928 and the east end in 1932. In 1928, 3/4 mile of the road was paved with cement from the west town limit to Second Street, now the center of town, making downtown Williams one of the first sections along newly-designated US Route 66 to be paved. In 1932, the remaining 1 1/4 miles of Bill Williams Avenue through the east side of Williams was paved and officially dedicated as US Route 66. This opened the way to development on the east end of town and soon tourist facilities--motels, restaurants, gas stations, and curio shops--grew up along the route.

In an effort to relieve traffic congestion on US Route 66 in Williams, the Arizona Department of Transportation built a new overpass on the east end of town in about 1957. At the same time, they dedicated Railroad Avenue as US Route 66 for westbound traffic, while Bill Williams Avenue became one-way for eastbound traffic.

Williams continues to cater to the tourist trade, although Interstate 40 bypassed Route 66 on October 13, 1984. Bill Williams Avenue, the road that was Route 66, became quieter and less crowded, recalling the unhurried pace of the 1930s. The original cement pavement from 1928 and 1932 remained intact through the years under successive layers of asphalt paving. In the summer of 1988, the concrete surfacing had to be removed during a major repaving project. Despite the loss of original pavement, the integrity of Urban Route 66 in Williams is closely related to its original location, and the association, setting, and feeling that adjacent properties from the historic period impart to it.

8. Statement of Significance

Certifying official has considered the significance of this property in relation to other properties:

|x| nationally |_| statewide |_| locally

Applicable National Register Criteria |x| A |_| B |_| C |_| D

Criteria Considerations (Exceptions) |_| A |_| B |_| C |_| D |_| E |_| F |x| G

Areas of Significance (enter categories from instructions)	Period of Significance	Significant Dates
Transportation	ca. 1920-1944	
	Cultural Affiliation	
	N/A	

Significant Person
N/A

Architect/Affiliation
N/A

State significance of property, and justify criteria, criteria considerations, and areas and periods of significance noted above.

Route 66 through Williams is significant for its association with Historic US Route 66 in Arizona and the theme of transportation in America between ca. 1920 and 1944. This property provides an interesting study in the politics and geography of the highway in a town setting.

Population centers were the first part of Route 66 to be paved. Organized towns would clamor for pavement, and they also had the means to pay for it. In 1927, the Bureau of Public Roads surveyed Route 66 on Bill Williams Avenue from the western town limit to Second Street, where it turned north. Contractor Frank Parrot of Tucson began work in April, 1928 with grading, followed by construction of a concrete bridge over Cataract Creek at Sixth St. The June 15, 1928 Williams News proclaimed that "paving of Highway 66, otherwise known as Bill Williams Avenue, through Williams . . . is progressing at a rapid rate, and it is expected that the last shovel of cement will have been poured by June 24." It was finally complete on July 15, 1928.

This much-heralded street paving was paid for largely by the town and its individual citizens. The government provided 71 percent of the cost and the town paid the remainder for paving an 18' wide strip down the center of the street. This left 13' on each side of the strip to the sidewalks unpaved. Downtown property owners were assessed the cost of paving these side strips. The Bureau of Public Roads (BPA) was willing to provide an 18' strip of pavement all the way through town, but Williams refused the offer, preferring to bear the cost itself of paving the old route north on Second Street and east on Rodeo Road. This road led to an intersection with the road to Flagstaff and the old Grand Canyon approach road. Several "tourist camps" and gas stations were located north of town, and the owners likely feared the consequences of a bypass. However, when the new Grand Canyon approach road opened in the summer of 1930, the junction with Route 66 was moved 2 1/2 miles east of Williams. This new intersection lured travelers away from the old route, anyway.

SEE CONTINUATION SHEET

The state highway engineers eventually prevailed and, as part of the major reconstruction of Route 66 between Ash Fork and Flagstaff in 1932, the eastern 1 1/2 miles of Bill Williams Avenue was paved to a width of 18'. A 30' wide concrete railroad underpass on the east end made railroad crossings, a constant hazard on the old route, unnecessary. The controversial nature of this realignment is hinted at in the Dec. 2, 1932 Williams News: "After years of questioning, doubting, reassuring, disputing, and yes, incriminations, the town of Williams finds herself with an underpass which marks Bill Williams Avenue completely across the town as the permanent route of Highway 66. . . . It is generally felt that the town will be very much benefitted by the underpass; although, as always with the changing of the routing of the road, considerable hardship has been worked upon some of those who had made improvements along the part of the highway now abandoned as a link in Highway 66. . . . It is freely predicted that many contemplated improvements along Bill Williams Avenue will be constructed forthwith."

Indeed, construction of motels, restaurants, curio shops, and gas stations began almost immediately on the east end of town. By the mid 1940s, it was lined with businesses, many of which are still extant. They far outnumbered the tourist-related businesses on the west end of town, supporting the theory that towns along Route 66 tended to expand eastward to capture the west-bound tourist trade. Dividing Williams by its two major cross streets into four-block-long quadrants, a 1948 Sanborne fire insurance map reveals the following counts of tourist facilities on Route 66:

NW: 5	NE: 12
SW: 4	SE: 11

The majority of new businesses were built on the east end of town along the newly-opened stretch of Route 66. The map reveals, among other things, that Williams was a vibrant community catering to the tourist trade. It expanded in both directions from the turn-of-the-century town center, demonstrating the shift from a centralized downtown focused on the railroad to strip development encouraged by automobile use.

The increase in travel on Route 66 through Williams has been called by one historian " . . . the most important factor in the history of Williams since 1930" (Fuchs 1955: 146). Tourism continues to play a major role in Williams' economy today, despite the bypass of Route 66 by Interstate 40 in 1984. Economic stagnation over the last several decades has effectively frozen the physical appearance of Williams to its era of greatest prosperity, circa 1940. In both function and appearance, Williams embodies the spirit of historic Route 66.

Within this town environment, historic buildings define the limits of the nominated property and add to the historic setting of Route 66. The route through Williams retains integrity of design, location, feeling, association, and setting.

SEE CONTINUATION SHEET

The Williams Historic Preservation Commission passed a resolution supporting the Kaibab National Forest nomination of "Urban Route 66" through Williams and presented it to the Williams City Council. The City Council adopted this resolution as City Resolution Number 795 and passed it unanimously on January 28, 1988. The Arizona Department of Transportation also supports the National Register nomination; however, jurisdiction for the street will transfer from them to the City of Williams in the spring of 1989.

9. Major Bibliographical References

|x| See continuation sheet.

Previous documentation on file (NPS):
- |_| preliminary determination of individual listing (36 CFR 67) has been requested.
- |x| previously listed in the National Register*
- |_| previously determined eligible by the National Register
- |_| designated a National Historic Landmark
- |_| recorded by Historic American Buildings Survey #_____
- |_| recorded by Historic American Engineering Record #_____

* Williams Historic Business District, adjacent to property, listed 12/30/84.

Primary location of additional data:
- |_| State hist. preservation office
- |_| Other State agency
- |x| Federal agency
- |_| Local government
- |_| University
- |_| Other

Specify repository:

Kaibab National Forest

10. Geographical Data

Acreage of property 3.2 acres

UTM References

	Zone	Easting	Northing
A	12	391515	3901100
B	12	392475	3901450
C			
D			

|_| See continuation sheet

Verbal Boundary Description

The nominated property is a .6 mile (1 km) long segment of Bill Williams Avenue in Williams, AZ. Specifically, it runs between the west end of the concrete bridge at 6th street and the east curbline of Pine street, and is 44 feet wide from curbline to curbline. See attached map.

|_| See continuation sheet

Boundary Justification

The boundary is based on a survey of associated properties and integrity of location. Route 66 was realigned after the historic period on both ends of town, disqualifying those sections. Within town, a majority of adjacent properties date to the historic period. The 1928 concrete bridge on the west end is strongly associated with the original paving of Route 66 and is therefore included, although several of the tourism businesses on the adjacent block postdate the historic period.

|_| See continuation sheet

11. Form Prepared By

name/title Teri A. Cleeland, Archeologist
organization Kaibab National Forest
date August 4, 1988
street & number 800 S. Sixth St.
telephone (602) 635-2681
city or town Williams
state AZ zip code 86046

Arizona Highways: April 1927, April, May, June, July, August 1928; August 1932

Plans on file at ADOT Engineering Records Division, Phoenix: Project FA 89-A (1928 Williams street paving plats); "As Built" Williams street plats, 1933.

ADOT photographs of Route 66 in and near Williams, ca. 1940. Box 4, ADOT records on file at Arizona State Capitol Archives, Phoenix.

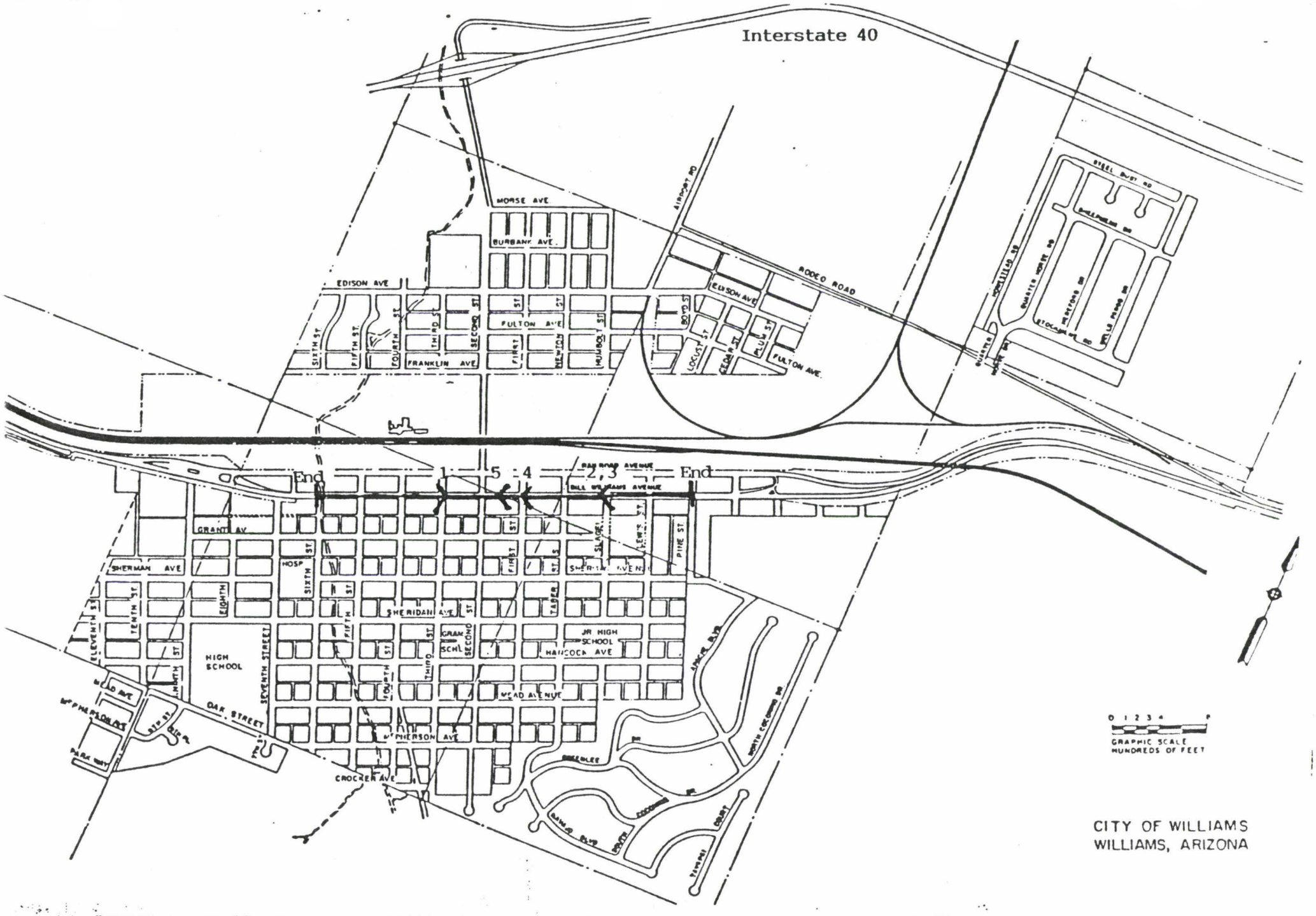
Fuchs, James R. "A History of Williams, Arizona, 1876-1951." University of Arizona Social Science Bulletin, No. 23. University of Arizona, Tucson, 1955, pg. 123-4.

Sanborne Fire Insurance map dated 1948, at Northern Arizona University Special Collections Library.

Williams Town Council meeting minutes: July 16, 1926; Jan. 21, 1927; April 24, 1928; July 9, 1932; on file at the Williams City Office.

Williams News: April 27, 1928; June 15, 1928; Dec. 2, 1932.

Wurtz, Michael J. "Route 66: From Beale to Bypassed", student paper on file at Northern Arizona University Special Collections Library and the Kaibab National Forest. February 11, 1987.



"URBAN ROUTE 66: WILLIAMS" (Bill Williams Ave.) Boundaries and photo points indicated.

ARIZONA STATE PARKS

800 W. WASHINGTON
SUITE 415
PHOENIX, ARIZONA 85007
TELEPHONE 602-542-4174

ROSE MOFFORD
GOVERNOR

STATE PARKS
BOARD MEMBERS

WILLIAM G. ROE
CHAIR
TUCSON

RONALD PIES
VICE CHAIR
TEMPE

DEAN M. FLAKE
SECRETARY
SNOWFLAKE

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SEDONA

ELIZABETH TEA
DUNCAN

ELIZABETH RIEKE
PHOENIX

M. JEAN HASSELL
STATE LAND COMMISSIONER

KENNETH E. TRAVOUS
EXECUTIVE DIRECTOR

URTLAND NELSON
DEPUTY DIRECTOR

February 28, 1991

William Michael Lannan
Kaibab National Forest
800 S. 6th Street
Williams, Arizona 86046

RE: Projects 91-004 and 91-005, Overland Road Historic Trail and Beale Wagon Road Historic Trail, DAO-FS/Kaibab

Dear Mr. Lannan:

Thank you for sending us the cultural resources documentation for the above projects. I have reviewed the documentation submitted and have discussed the proposed trail developments with Ms. Pat Stein, Historical Archaeologist for this office. I have also talked to both Mr. John Hanson and Teri Cleeland of your office about these projects. Pat and I have the following comments pursuant to our Programmatic Agreement:

1. We are concerned that development of these significant historic trails as interpretive recreational corridors would increase the possibility of secondary, or indirect, impacts to the numerous prehistoric and historic sites that are located in close proximity to the paths. The reports state that many of the sites are visible from the trail corridors and thus increased visitation, and perhaps vandalism, to these sites is a likely outcome of the interpretive development of these trails.

2. Given this concern, our office would like to have the Forest complete the following three actions:

a. Submit to our office a copy of the trail brochure. Ms. Cleeland has assured us that it contains language to deter vandalism at the sites along the trails.

b. Develop a program to periodically monitor the sites for evidence of new vandalism or deterioration from increased visitation.

c. Take additional measures to protect the sites if increased vandalism is noted. For example, if vandalism became extreme, the agency might want to consider de-classifying the historic trails as recreational trails.

3. Therefore, I concur with the agency that the reviewed project should have no effect on any National Register or eligible properties, provided that the above avoidance/protective conditions are met.

We appreciate your cooperation with this office in complying with the historic preservation requirements for federal undertakings. If you have any questions, please feel free to contact me or Pat Stein.

Sincerely,

Ann V. Howard

Ann Valdo Howard
Archaeologist

for Shereen Lerner, Ph.D.
State Historic Preservation Officer

USDA Forest Service

Forest: KAIBAB

INVENTORY STANDARDS AND ACCOUNTING
(Reference: FSM 2361)

1. REPORT NUMBER: YEAR	FOREST	NUMBER	SERIES	2. REPORT DATE: MONTH	DAY	YEAR	3. ROUTING: Copies to
91	07	005	__	01	23	1991	___ District ✓ SHPO 1/29/91 ___ RO ___ 2360 ___ SO: ___ ___ Other: ___

4. AUTHOR:
A. CLEELAND _____ T A B. _____

5. PROJECT NAME/REPORT TITLE (Abbreviate if necessary):

BEALE WAGON ROAD HISTORIC TRAIL

6. ABSTRACT/SUMMARY of report and findings:
Current and previous cultural resource survey of the 22 mile-long Beale Wagon Road Historic Trail corridor revealed 27 archeological sites and 7 isolated finds. The sites recorded include 6 sections of the original roadbed, 2 historic sites related to the original road, 4 historic "homestead" sites (2 of these are on state trust land and have undergone a separate clearance process), 12 prehistoric Cohonina culture sites, 1 prehistoric rock art site, and 2 prehistoric lithic scatters. Several of these sites provide interpretive opportunities. None of the sites will be disturbed by trail development, and secondary impacts associated with trail use are anticipated to be minimal. Cultural resource clearance is recommended for trail development.

___ Cont. p. 2

7. CONSULTATION/CLEARANCE

A. CONDITIONS OF CLEARANCE: ___ NONE (No poten. eligible sites in project area)
XX AVOID sites specified below ___ MONITOR sites specified below
___ REPORT new sites to Forest Archeologist ___ OTHER/ADDITIONAL COMMENTS:

AR-03-07-02-363, -359, -1122, -1116, -367, -777, -925, -776, -395, -430, -101, -937, -409, -1193, -1194, -1195, -1296, -316, -321, -322, AR-03-07-01-1256, -1364, -885, -886, -934

___ Cont. p. 2

B. ADDITIONAL FIELDWORK REQUIRED: ___ EVALUATE sites specified below
___ OTHER:

C. REPORT ACCEPTED: XX YES ___ NO
D. CLEARANCE RECOMMENDED: XX YES ___ NO ___ N/A
John A. Hanson 1/25/91
FOREST ARCHEOLOGIST DATE

E. EFFECT ON CULTURAL RESOURCES:
XX No Effect ___ No Adverse ___ Adverse ___ N/A ___ Beneficial

F. TRANSMITTAL TO SHPO: Consultation on:
XX Effect ___ Eligibility ___ Info Only
FOREST SUPERVISOR DATE 1/29/91

G. SHPO CONCURRENCE: ___ YES ✓ YES, per comment below ___ NO
Comments: (✓ Additional comments attached)
Please see attached letter
for Gene R. Howard 3.27.91
SHPO DATE

H. CLEARANCE APPROVED: ✓ YES ___ NO
William M. Lannan 3-18-91
FOREST SUPERVISOR DATE

91005

BEALE WAGON ROAD HISTORIC TRAIL
Cultural Resource Survey
Williams and Chalender Ranger Districts
Kaibab National Forest, Arizona

By
Teri A. Cleeland
Assistant Forest Archeologist

Abstract

Current and previous cultural resource survey of the 22 mile-long Beale Wagon Road Historic Trail corridor revealed 27 archeological sites and 7 isolated finds. The sites recorded include 6 sections of the original roadbed, 2 historic sites related to the original road, 4 historic "homestead" sites (2 of these are on state trust land and have undergone a separate clearance process), 12 prehistoric Cohonina culture sites, 1 prehistoric rock art site, and 2 prehistoric lithic scatters. Several of these sites provide interpretive opportunities. None of the sites will be disturbed by trail development, and secondary impacts associated with trail use are anticipated to be minimal. Cultural resource clearance is recommended for trail development.

Introduction

The Kaibab National Forest proposes to develop the historic Beale Wagon Road into a recreational trail for public use. This section summarizes the background and plans for trail development.

After the southwest was acquired from Mexico in 1848, the United States government sent expeditions to explore the area and recommend transportation routes to California. In late 1857 and early 1858, Navy Lieutenant Edward Fitzgerald Beale led a road surveying expedition from Fort Smith, Arkansas to the Colorado River. He returned to build the road from Albuquerque across Arizona in 1859. According to some historians (Bowman and Smith 1978), the Beale Wagon Road was the first Federally funded interstate road in the Southwest. It was an important immigrant route during the 1860s and 1870s, until the transcontinental Atlantic and Pacific Railroad arrived in 1883. Route 66 and Interstate 40 also eventually followed the path blazed by Beale and his crew. After the railroad arrived, portions of the Beale Wagon Road were abandoned. Other portions are still used today as local Forest Service roads. [See Figures 1 and 2 for the Beale Road's location.]

In 1978, historians Eldon Bowman and Jack Smith researched the history of the Beale Wagon Road and relocated its route across the Kaibab National Forest. In 1988, the forest contracted with Mr. Smith to physically mark the route with brass cap markers placed at road crossings and at 1/4 mile intervals, interspersed with tree blazes and rock cairns. This action did not require cultural resource clearance because ground disturbance was minimal and the trail was not marketed for recreational use.

The trail is now being developed for public access. Development will include installation of additional trail markers (4" X 4" wood posts) along the route and parking areas for interpretation and access. Although trail tread construction is not planned at this time, this report's recommendations will provide for future tread construction. A trail brochure has already been published, but not yet distributed to the public.

Today, several Forest Service roads follow the path of the Beale Wagon Road. Motorists and bicyclists may follow the Beale Wagon Road Historic Trail on these sections and on other roads that closely parallel the route. The trail is otherwise intended for pedestrian and equestrian use only.

Physical Setting

The trail begins at the eastern forest boundary with the Coconino National Forest at an elevation of 7,600 feet above sea level. Heading west, it passes through the open grassland of Government Prairie, which has historic homesteads on its fringes. It then enters a Ponderosa pine forest on the south side of Government Mountain. This pine forest has been logged since the early part of this century. For the next several miles, it winds around volcanic hills and through well-watered open areas called parks. Many homesteads claimed along the Beale Wagon Road in the last century remain private holdings today, particularly in the Spring Valley area. As the road continues west, it drops in elevation to about 6,400 feet and passes through a dense pinon-juniper woodland. In an effort to convert the woodland to grassland, the Forest Service has eradicated many acres of pinon and juniper trees in the past several decades. The route of the Beale Wagon Road exits national forest land near Arizona Highway 64 and passes through checkerboard state and private lands for several miles. It reenters the Kaibab National Forest for a short distance farther west, and then exits again. About 19 1/2 miles of the trail are located on the Chalender Ranger District; 2 1/2 miles are on the Williams Ranger District.

Survey Methodology

During previous survey or other projects, 18 cultural resource sites were recorded in 9 1/2 miles. These projects include: Autrey (1985a, 1985b; 1986); Bruder, Bassett, and Rogge (1990); Cartledge (1978, 1980, 1982, 1984); Cartledge and Schwartz (1983); Cleeland (1989, 1990); Coker (1978); Ferroni (1985); and Zamora (1989). The Kaibab National Forest site atlas was checked prior to fieldwork to identify any previously recorded sites that might be located within the trail corridor. These sites were searched for in the field. Only those sites near or that could be seen from the 100 foot wide trail corridor are described in this report.

The survey was accomplished by two individuals walking on both sides of the marked trail centerline. Each individual was spaced about 7 meters from the centerline, resulting in an intensively surveyed corridor of about 30 meters (100 feet). In many cases, a wider corridor was investigated, but 30 meters was the minimum width. At proposed trailheads (marked "P" on the survey map), two individuals walked parallel traverses to fully cover the area that could

potentially be disturbed. The project area has a total of approximately 265 acres.

Cultural Resources

Twenty-seven sites within the Beale Wagon Road Historic Trail corridor were either discovered and recorded or relocated during survey. In addition, 7 isolated finds were recorded in the survey area. They are briefly described below.

Sites

Beale Wagon Road Remnants: Six sites were recorded that appear to be actual segments of the original roadbed. They are AR-03-07-02-359, -1122, -1193, -1194, -1195, and AR-03-07-01-1364. Archival evidence (old maps and journals) pointed researchers in the direction of the old road, and field checking revealed these remains. All have a similar appearance: a slight depression that is usually flanked by two alignments of rocks pushed aside to allow wagon passage. The alignments are spaced about 10 to 15 feet apart, the width of a wagon. The length varies from about 10 meters (30 feet) to about 1/4 mile.

AR-03-07-02-1116: This is a historic homestead that probably dates between 1920 and 1940. A search of Kaibab National Forest records did not reveal the name of the homestead applicant, although it appears as a homestead entry on a 1934 map. An adjacent land parcel is marked "Pasture, D.G. Baker, 7-5-28", so Baker may have been the applicant. This site has three structures--a railroad tie and stucco house, a basalt cobble and soil ice house, and a completely collapsed frame house. Some obsidian is scattered about the area, which is south of Government Mountain, a major prehistoric source. The Beale Wagon Road trail route passes through this site on a dirt road.

AR-03-07-02-1118 [AZ I: 9: 2]: This is another historic homestead site that also dates to the 1920 to 1940 time period. This site is located on state trust land. It is included within a previous survey report to obtain right-of-way clearance through this parcel (Cleeland 1990).

AR-03-07-02-1117 [AZ I: 9: 1]: This is a large multicomponent site, with obsidian flakes, a possible Cohonina structure, and a historic component with collapsed structures, rock walls, and scattered trash. This site is also located on state trust land and is included within a previous clearance report (Cleeland 1990).

AR-03-07-02-367: This previously-recorded site has two components: an obsidian flake scatter and a historic cabin foundation, remains of a root cellar, corrals, and sheds, a depression, and a well housing. Additional research is needed to determine whether the historic component was ever filed as a homestead. Trash indicates that the site may have two occupations, dating to

pre-1930 and circa 1940-50. It is bisected by a major Forest Service road (FR 107).

AR-03-07-02-777: Forest Road (FR) 97 runs through this previously recorded site. This Cohonina culture site dating between AD 700-1100 has a scatter of sherds, lithics, and ground stone.

AR-03-07-02-925: This previously recorded Cohonina site west of FR 97 has a possible pithouse depression, sherds, and lithics. It likely dates between AD 700-1100.

AR-03-07-02-776: This previously recorded Cohonina site adjacent to FR 97 has a possible pithouse, sherds and lithics. It probably dates between AD 700-1100.

AR-03-07-02-395: This previously recorded site is about 50 meters west of FR 713. This Cohonina site dating between AD 700-1100 has at least 2 pithouse depressions, sherds, and lithics.

AR-03-07-02-430: This previously recorded Cohonina site is on both sides of FR 713. It is a light scatter of sherds and lithics that date between AD 700-1100.

AR-03-07-02-101: This is another previously recorded Cohonina site that is located some 20 meters east of FR 730. The light scatter of sherds and lithics dates from AD 700-1100.

AR-03-07-02-937: The edge of this site is about 20 meters from FR 713. This previously recorded Cohonina site with a possible pithouse, sherds, and lithics dates between AD 900-1100.

AR-03-07-02-409: This site is located on a slight rise above FR 713. This previously recorded large Cohonina site has several masonry roomblock outlines, sherds, and lithics. It dates to AD 700-1100.

AR-03-07-02-1296: This is a large and dispersed lithic scatter is comprised of obsidian flakes that are probably from the Government Mountain procurement area. Most are interior flakes. A few flakes of chert were noted. One biface fragment and one projectile point fragment of Presley Wash obsidian were also seen, and the latter was collected. It appears to be Archaic in age. The site is just south of Laws Spring (02-363), and was probably a locus of activity for centuries. Although 1868 photographs indicate that this area was used as a camp site by Beale Road travelers, no historic use is evident. This area was highly disturbed by bulldozers in a 1960s juniper eradication project.

AR-03-07-02-363 (Laws Spring): This multicomponent petroglyph site is listed on the National Register of Historic Places for its association with the Beale Wagon Road. The "spring" is actually a seep of water in a natural basalt tank. Petroglyphs, both prehistoric and historic, are carved onto the basalt walls. Grinding slicks are also found on the basalt. The large, meticulous letters spelling "LAWS SPRING" were carved in 1859 by Peachy Breckenridge, son of then-Vice President John C. Breckenridge. It honors Major W.L. Laws, a member of Beale's military escort. Other initials were left in 1868 by a Union Pacific Railroad survey party, immigrants, and area settlers. Artifacts and features in the area (a windbreak, roasting pit, and amorphous rubble mound) indicate a long occupation, including prehistoric (sherds and lithics), protohistoric (Hopi sherds and Desert-side notch projectile points), and historic (circa 1880-1920 trash). This is currently an interpretive site of low development, but a parking area for trail access is planned (Cleeland 1989).

AR-03-07-02-316: This is a 4-room basalt cobble roomblock on a hill overlooking the trail. Some sherds and lithics are scattered in the trail area at the base of the hill. This previously recorded Cohonina site dates between AD 900-1100.

AR-03-07-02-321 and 02-322: In the 1 1/2 miles west of FR 84, the trail passes through a highly disturbed pinon-juniper "push" area (where trees were pushed over by bulldozers to create grassland). These sites were recorded in a 1978 survey that was done a decade after the push. This area is virtually a cultural landscape, with artifact concentrations separated by light artifact scatters. Because the sites were not tagged on the ground with site numbers, it became impossible to determine precisely which concentration represented which site. These two concentrations likely represent sites 02-321 and 02-322. Both are Cohonina sherd and lithic scatters that date between AD 700-1100. Both are disturbed from the push project. This area, between FR 84 and the Kaibab National Forest boundary, will not be promoted for recreational use. Because of the short distance and disturbed ground surface, it is unlikely that most recreationists would choose to travel on this section of trail.

AR-03-07-01-1256: This site is a small lithic scatter with flakes of black rhyolite, Presley Wash obsidian, and Partridge Creek obsidian. No diagnostic flakes were found. The site is located near Partridge Creek (site 01-934), where both Presley Wash and Partridge Creek obsidian was procured in the form of water washed cobbles. A road depression runs through this site, but muffler parts, a tail pipe, and other machinery indicate relatively recent use. This was probably the original location of FR 736, which may have followed the path of the Beale Wagon Road.

AR-03-07-01-886 (Russel's Tank): This was a camp site at a natural tank of water used by Beale Road travelers. Only a scatter of hole-in-top cans, a cartridge shell, and miscellaneous artifacts dating from about the 1860s to 1920s remain. Obsidian lithic flakes are also scattered about this area, which is close to the Partridge Creek obsidian site (01-934). A separate locus

(01-886A) is an enigmatic sandstone rock pile measuring approximately 4 meters by 3 meters and is three courses high. A juniper tree is growing from the pile. It is shaped like a grave, but its function is unknown.

AR-03-07-01-885: This is a prehistoric petroglyph site on sandstone bedrock next to a pool of water that forms "upper" Russell Tank. The designs are stylistically affiliated with the Cohonina.

AR-03-07-01-934: This is Partridge Creek, a source for Presley Wash and Partridge Creek obsidian cobbles. The site encompasses the entire creek bed on the Kaibab National Forest, about 1 mile long. The geologic source for these obsidians is about 15 miles upstream. Pools of water in this area likely attracted knapping activity here.

Isolated Finds

IO 1: This rusted table knife of undetermined date was collected.

IO 2: This brass 50-70 cartridge shell dates between 1866 and 1871. It was collected.

IO 3: This light scatter of about 12 Government Mountain obsidian flakes had no diagnostics. Nothing was collected.

IO 4: This scatter of Deadmans Fugitive Red sherds probably represents a pot bust. Nothing was collected.

IO 5: This isolated RS Hill obsidian Archaic style projectile point was collected.

IO 6: This Cohonina point is probably made from Government Mountain obsidian. It was collected.

IO 7: This black (probably Government Mountain) obsidian biface was collected.

Discussion

There are several clusters of archeological sites along the proposed Beale Wagon Road Historic Trail. These clusters include sites on the flank of Little Squaw Mountain, in the juniper push area west of FR 84, and the 2 1/2 mile section near Russel's Tank. The area around Little Squaw Mountain and Russel's Tank is being promoted as an auto tour, so it is doubtful that the casual visitor will notice most of these sites. The section west of FR 84 is not being promoted for recreational use, although it will be remarked. Most visitors will probably not use that section. It is anticipated that some sections will be more intensively used than others, such as the section in Government Prairie and from Little Squaw Mountain to FR 84 (see Figure 1). Sites in these areas and at interpretive trailheads could potentially receive more visitor impact than others. Several sites along the trail corridor have

interpretive value and will become attractions. Others are not likely to be noticed by trail users.

Clearance Recommendations

Laws Spring (AR-03-07-02-363) is listed on the National Register of Historic Places. Sites AR-03-07-02-359, -1122, -1116, -367, -777, -925, -776, -395, -430, -101, -937, -409, -1193, -1194, -1195, -1296, -316, -321, -322, and AR-03-07-01-1256, -1364, -885, -886, and -934 have not been evaluated in sufficient detail to determine their eligibility to the National Register of Historic Places but they should be treated as such for purposes of this consultation. Sites AR-03-07-02-1118 [AZ I: 9: 2] and AR-03-07-02-1117 [AZ I: 9: 1] are located on state trust land and have already undergone a separate cultural resource clearance process.

Except for some of the previously recorded sites located in timber sale areas, none of the sites were marked for avoidance. Ground disturbance is not currently planned for the trail tread itself, and paint or flagging tape would detract from the scenic, interpretive, and recreational values associated with the trail. Should ground disturbance to construct trail tread become necessary in the future, it is recommended that flagging tape be used a a temporary avoidance measure. No sites or isolated finds were located within the proposed parking areas, and clearance is recommended for their construction.

Several of the sites identified along the Beale Wagon Road Historic Trail have interpretive value. Most have already suffered from casual collection. Data recovery (in the form of intensive recording, photographing, and collection of diagnostic artifacts) resulting from this project mitigates most of the adverse impacts that could occur from future collection. By opening these sites to public use through interpretation, the Forest Service hopes to foster a sense of stewardship for the past.

Cultural resource clearance is recommended for development of the Beale Wagon Road Historic Trail, including trailhead construction and placement of additional markers. Should trail tread construction or other ground disturbance become necessary in the future, it is recommended that sites be flagged for avoidance.

Clearance Recommendations

Aside from Laws Spring (AR-03-07-02-363), no sites that are listed on or nominated to the National Register of Historic Places occur in the project area. This project is in compliance with the National Historic Preservation Act of 1966 as amended. If any unrecorded sites are found in the project area during ground disturbing activities, work in the vicinity of the site must cease and the Forest Archeologist must be notified.

References Cited

[All references are on file at the Kaibab National Forest Supervisors Office, Williams, Arizona]

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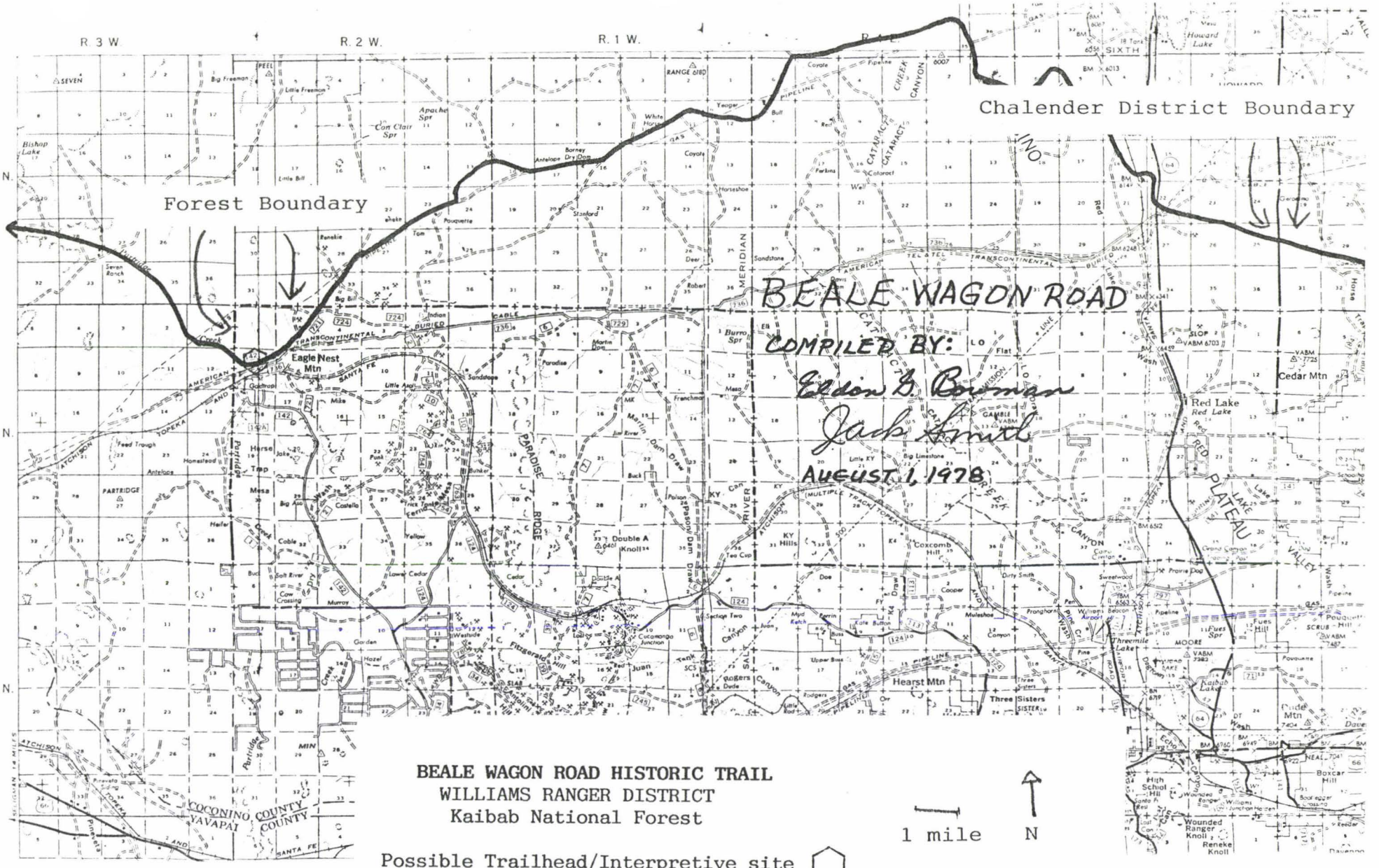
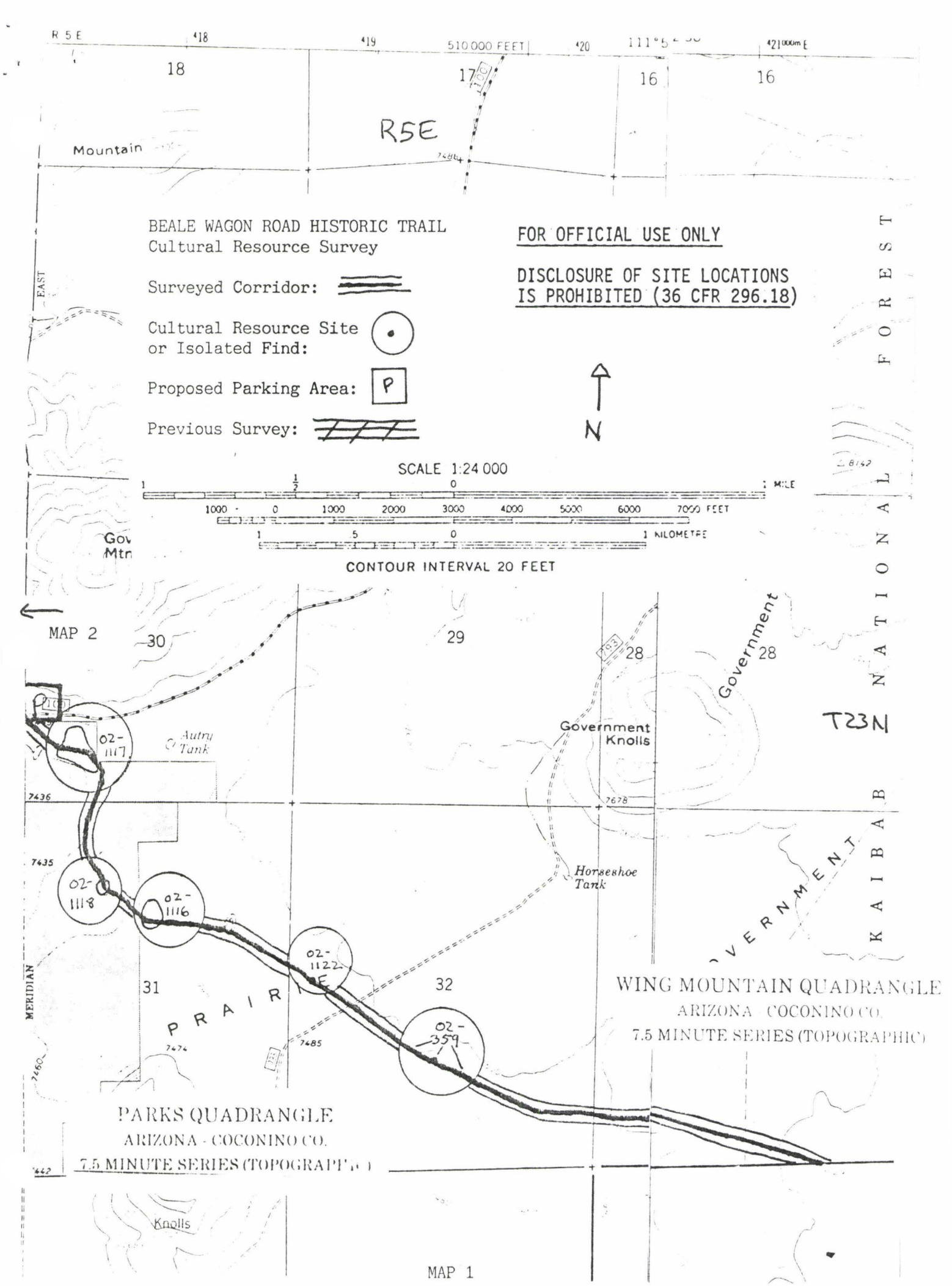
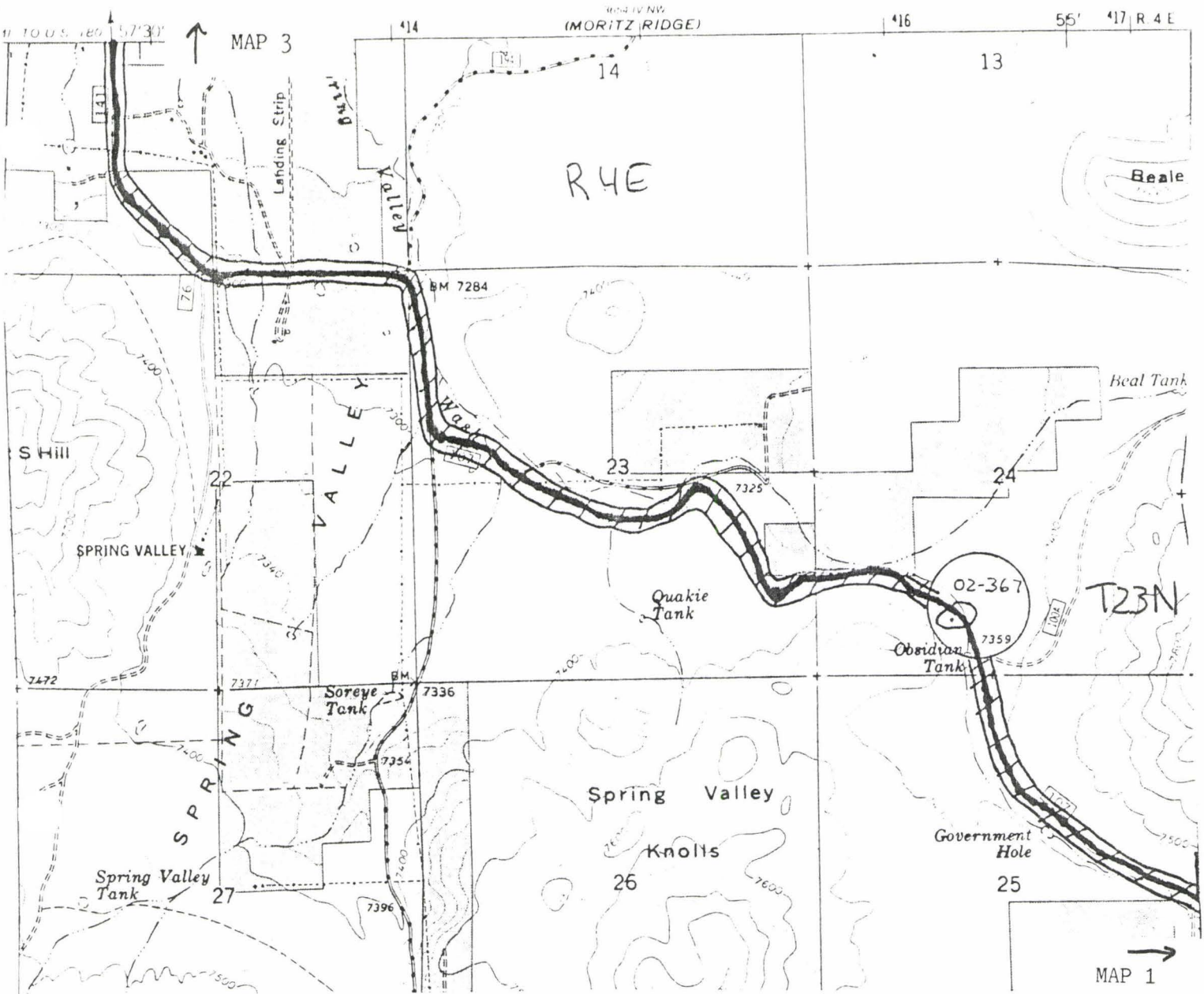


BEALE WAGON ROAD HISTORIC TRAIL
WILLIAMS RANGER DISTRICT
Kaibab National Forest

Possible Trailhead/Interpretive site ⬡

Figure 2


BEALE WAGON ROAD HISTORIC TRAIL
Cultural Resource Survey
FOR OFFICIAL USE ONLY
DISCLOSURE OF SITE LOCATIONS IS PROHIBITED (36 CFR 296.18)
Surveyed Corridor:
Cultural Resource Site or Isolated Find:
Proposed Parking Area: P
Previous Survey:
N
SCALE 1:24 000
CONTOUR INTERVAL 20 FEET
MAP 2
MAP 1
R5E
T23N
Mountain
Government Knolls
Autry Tank
Horseshoe Tank
02-1117
02-1118
02-1116
02-1122
02-359
PARKS QUADRANGLE
ARIZONA - COCONINO CO.
7.5 MINUTE SERIES (TOPOGRAPHIC)
WING MOUNTAIN QUADRANGLE
ARIZONA - COCONINO CO.
7.5 MINUTE SERIES (TOPOGRAPHIC)
KAIBAB NATIONAL FOREST



BEALE WAGON ROAD HISTORIC TRAIL
Cultural Resource Survey

Surveyed Corridor:

Cultural Resource Site or Isolated Find:

Proposed Parking Area: P

Previous Survey:

PARKS QUADRANGLE
ARIZONA - COCONINO CO.
7.5 MINUTE SERIES (TOPOGRAPHIC)

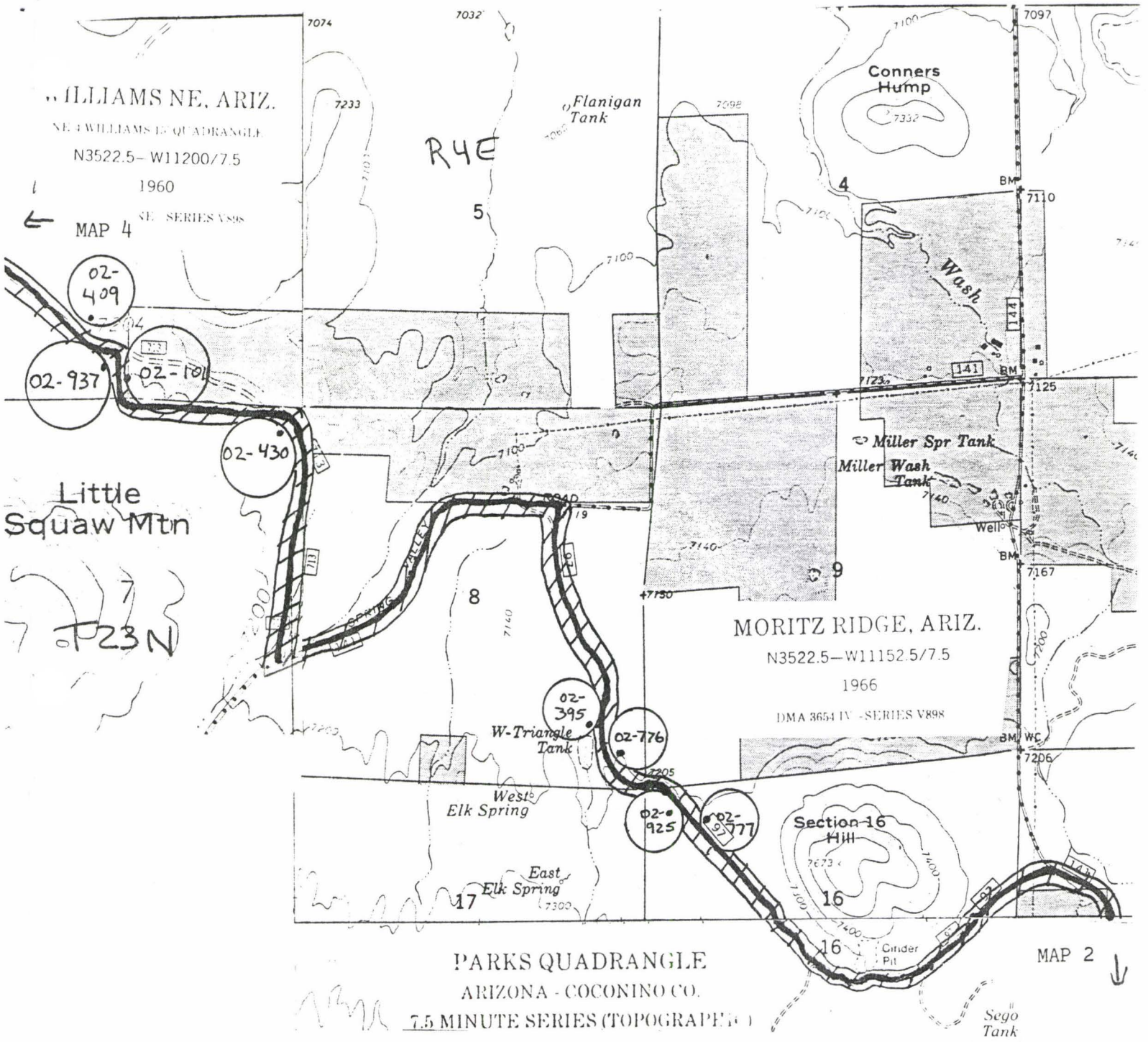
FOR OFFICIAL USE ONLY

DISCLOSURE OF SITE LOCATIONS IS PROHIBITED (36 CFR 296.18)

N

1 0 1 MILE
1000 0 1000 2000 3000 4000 5000 6000 7000 FEET
.5 0 1 KILOMETER

CONTOUR INTERVAL 20 FEET
DATUM IS MEAN SEA LEVEL



BEALE WAGON ROAD HISTORIC TRAIL
Cultural Resource Survey

FOR OFFICIAL USE ONLY

DISCLOSURE OF SITE LOCATIONS IS PROHIBITED (36 CFR 296.18)

Surveyed Corridor:

Cultural Resource Site or Isolated Find:

Proposed Parking Area: P

Previous Survey:

MAP 3

N

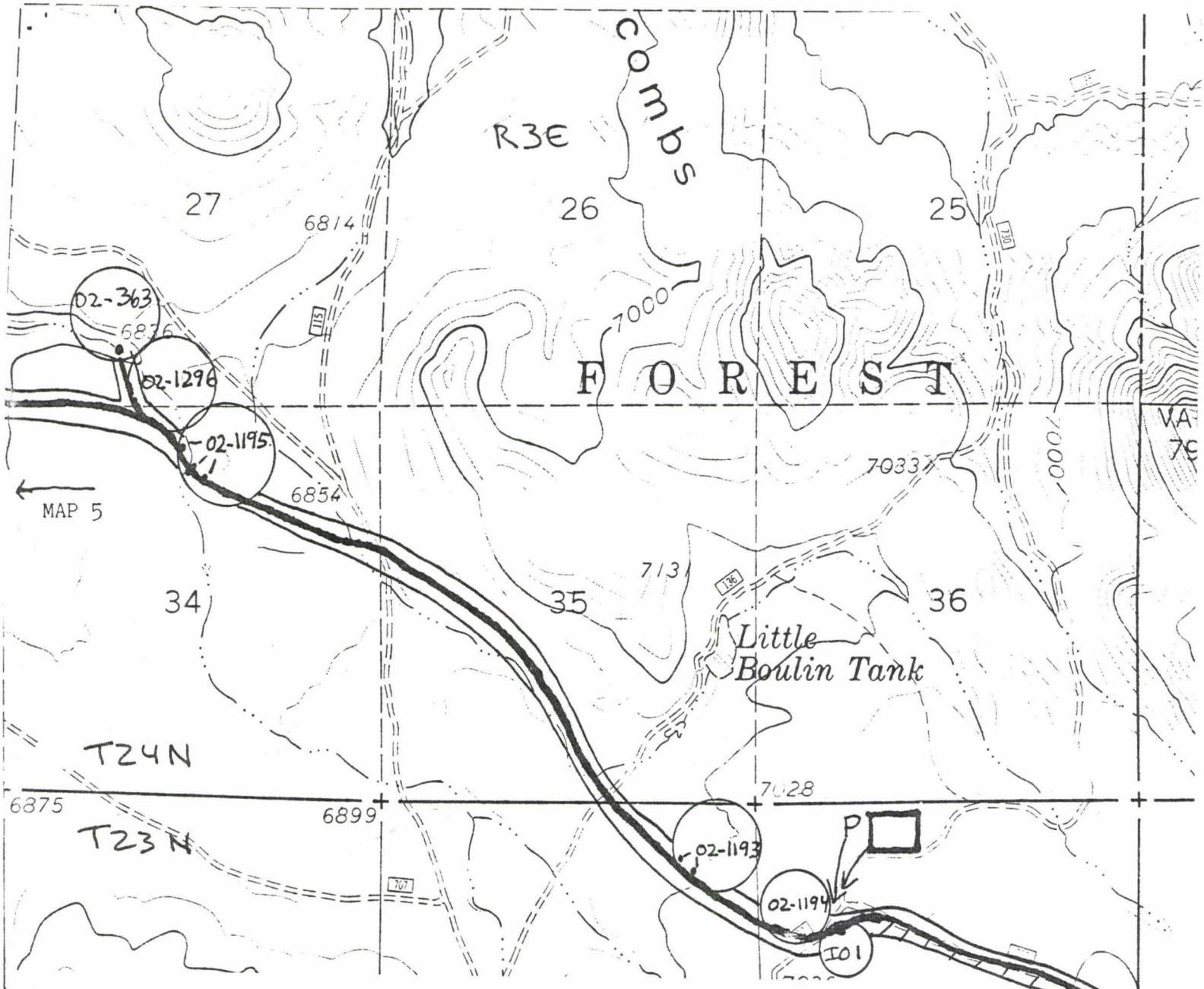
SCALE 1:24 000

1 MILE

1000 0 1000 2000 3000 4000 5000 6000 7000 FEET

1 .5 0 1 KILOMETRE

CONTOUR INTERVAL 20 FEET



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DISCLOSURE OF SITE LOCATIONS IS PROHIBITED (36 CFR 296.18)

BEALE WAGON ROAD HISTORIC TRAIL
Cultural Resource Survey

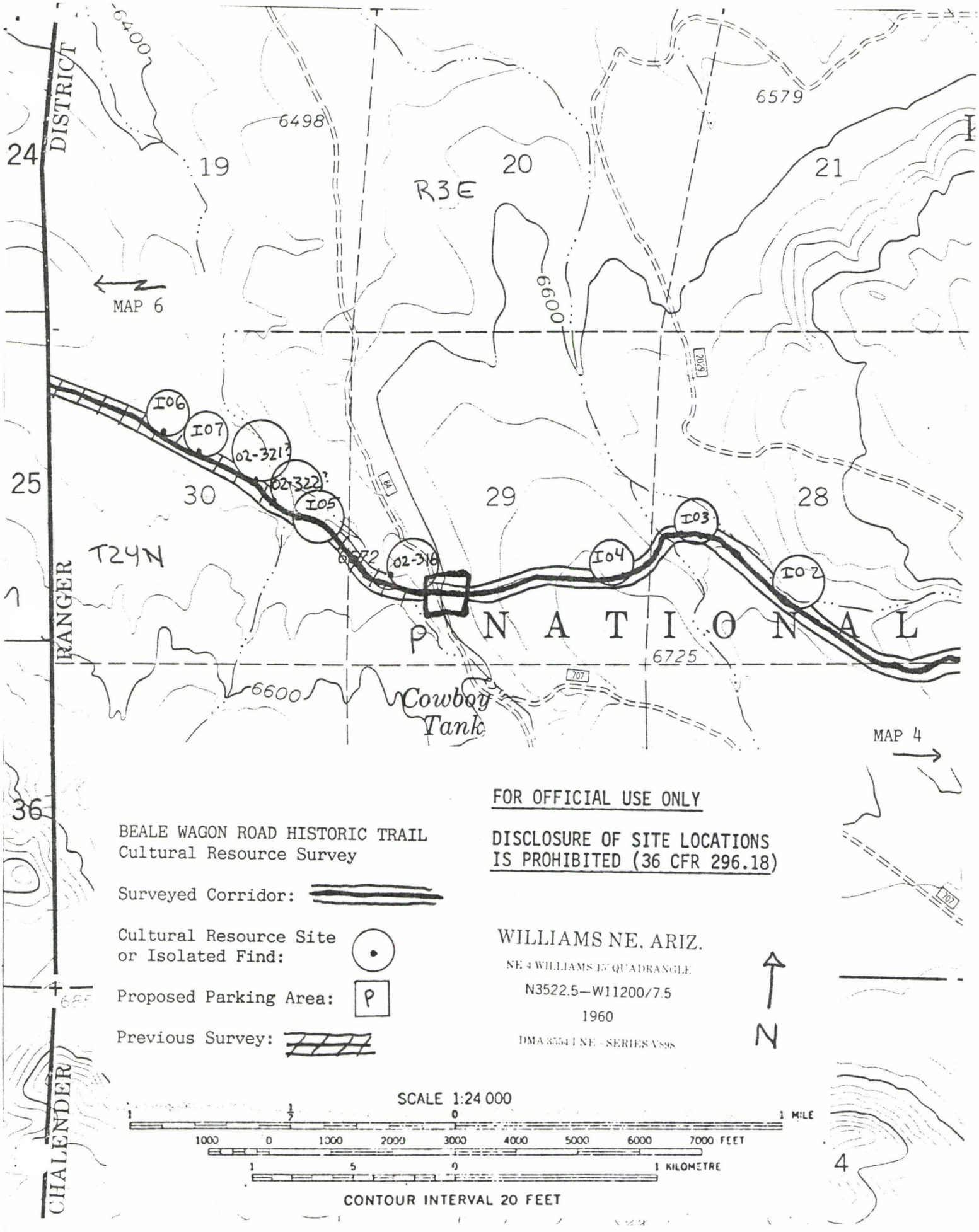
Surveyed Corridor:

Cultural Resource Site or Isolated Find:

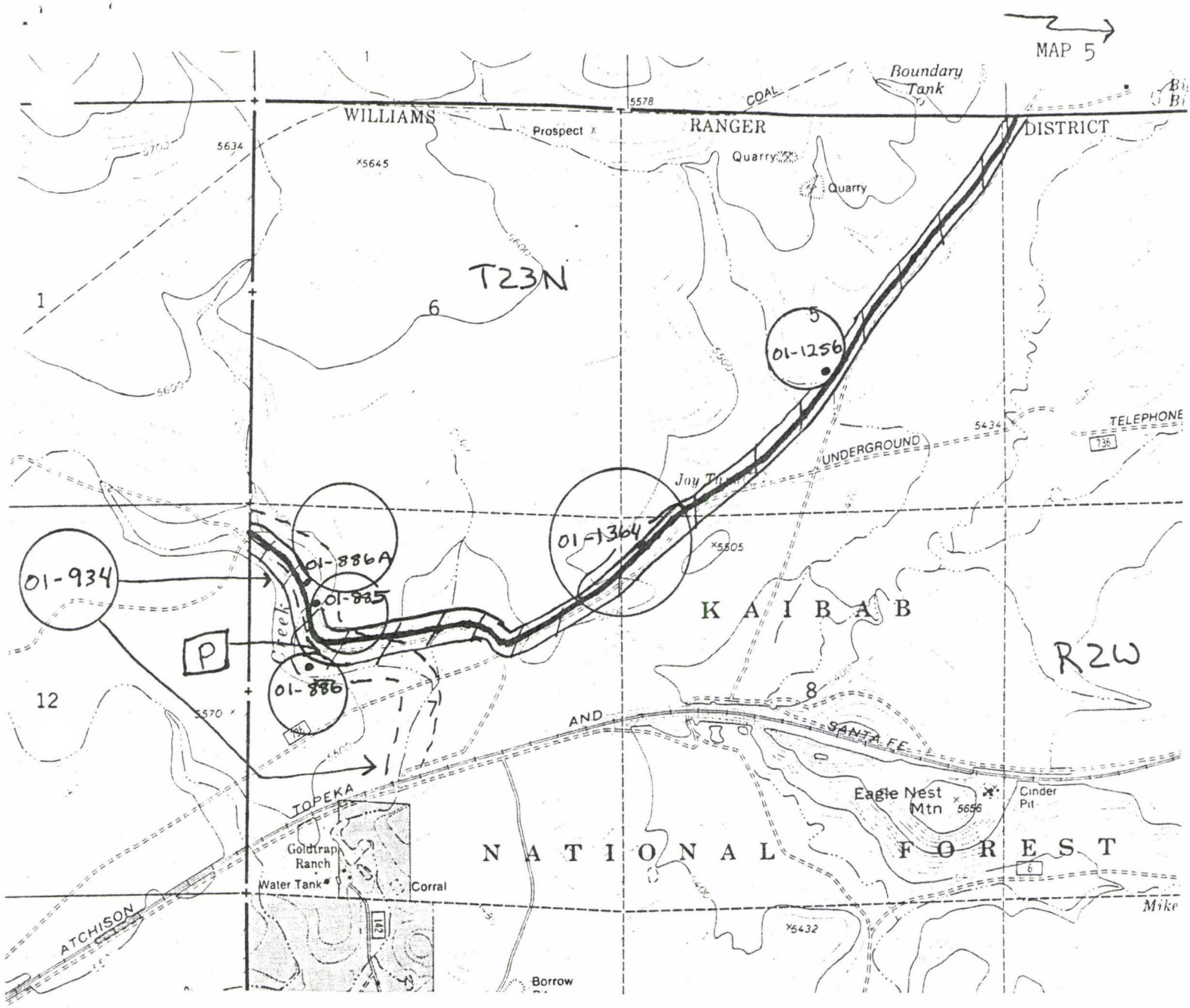
Proposed Parking Area: P

Previous Survey:

MAP 4


DISTRICT
RANGER
CHALENDER
24
25
36
19
20
21
30
29
28
R3E
T24N
6400
6498
6579
6600
6725
MAP 6
MAP 4
I06
I07
02-321
02-322
I05
02-318
I04
I03
I02
N A T I O N A L
Cowboy Tank
FOR OFFICIAL USE ONLY
DISCLOSURE OF SITE LOCATIONS IS PROHIBITED (36 CFR 296.18)
BEALE WAGON ROAD HISTORIC TRAIL
Cultural Resource Survey
Surveyed Corridor:
Cultural Resource Site or Isolated Find:
Proposed Parking Area:
P
Previous Survey:
WILLIAMS NE, ARIZ.
NE 4 WILLIAMS 15' QUADRANGLE
N3522.5—W11200/7.5
1960
DMA 3554 I NE—SERIES V898
N
SCALE 1:24 000
1 0 1 MILE
1000 0 1000 2000 3000 4000 5000 6000 7000 FEET
1 0 1 KILOMETRE
CONTOUR INTERVAL 20 FEET

MAP 5



BEALE WAGON ROAD HISTORIC TRAIL
Cultural Resource Survey

Surveyed Corridor:

Cultural Resource Site or Isolated Find:

Proposed Parking Area: P

Previous Survey:

FOR OFFICIAL USE ONLY

DISCLOSURE OF SITE LOCATIONS IS PROHIBITED (36 CFR 296.18)

EAGLE NEST MTN., ARIZ.
N3522.5—W11230/7.5

1973

MAP 6

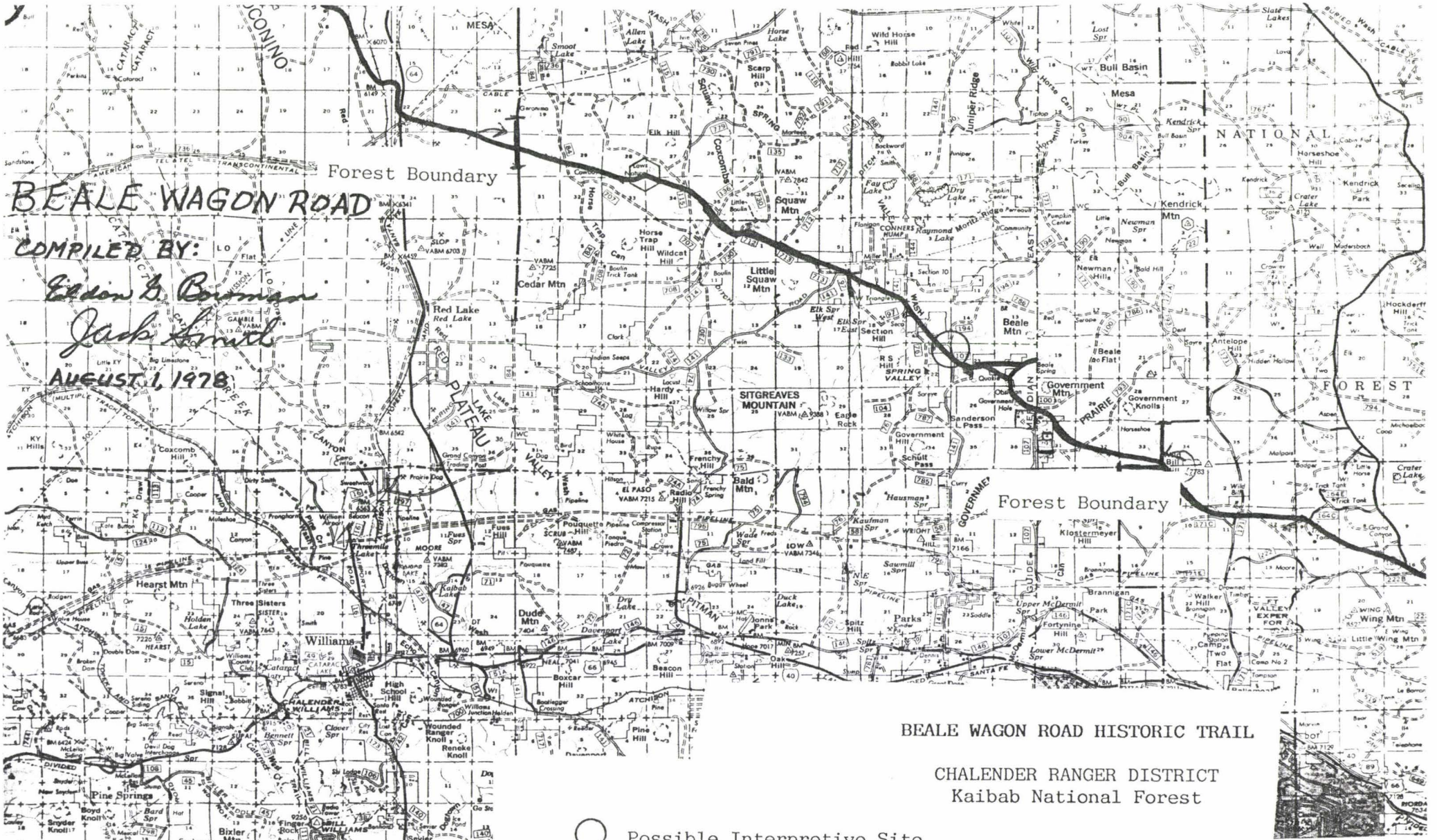
SCALE 1:24 000

1 0 1 MILE

1000 0 1000 2000 3000 4000 5000 6000 7000 FEET

1 5 0 1 KILOMETRE

CONTOUR INTERVAL 20 FEET


BEALE WAGON ROAD
COMPILED BY:
Eldon G. Bowman
Jack Smith
AUGUST 1, 1978
Forest Boundary
Forest Boundary
MESA
Williams
Pine Springs
Red Lake Plateau
SITGREAVES MOUNTAIN
Cedar Mtn
Squaw Mtn
Little Squaw Mtn
Bald Mtn
Government Mtn
Government Knolls
Sanderson Pass
Schutt Pass
Beale Mtn
Bull Basin
Mesa
Kendrick Mtn
Kendrick Park
Horseshoe Hill
Antelope Hill
Hockderff Hill
Crater Lake
Wing Mtn
Little Wing Mtn
Hearst Mtn
Three Sisters
Dude Mtn
Boxcar Hill
Bixler Mtn
Signal Hill
Wounded Ranger Knoll
Reneke Knoll
Bacon Hill
Pine Hill
Parks
Brannigan Park
Lower McDermit
Upper McDermit
Spitz Hill
Fortynine Hill
Juniper Ridge
Scarp Hill
Horse Lake
Smoot Lake
Allen Lake
Wild Horse Hill
Lost Spr
Slate Lakes
Horse Trap Hill
Wildcat Hill
Section Hill
Eagle Rock
Frenchy Hill
Radio Hill
Hausman Spr
Kaufman Spr
Wade Freds Spr
Saumill Spr
Duck Lake
Davenport Lake
Kaibab Lake
Threemile Lake
Fays Lake
Dry Lake
Raymond Mond Lake
Coxcomb Hill
Government Hill
Hardy Hill
Locust Spr
Indian Seeps
Grand Canyon Trading Post
Schoolhouse Spr
Prairie Dog Spr
Williams Airport
Williams Country Club
Catapac Lake
Kaibab National Forest
CHALENDER RANGER DISTRICT
BEALE WAGON ROAD HISTORIC TRAIL
Possible Interpretive Site
Possible Trailhead/Interpretive Site

United States Department of Agriculture | Forest Service | Kaibab National Forest | 800 S. 6th Street Williams, AZ 86046

2360

Date: March 24, 1989

Dear Forest User,

The Kaibab National Forest is considering developing the historic Beale Wagon Road and Overland Road into recreational trails. These trails may provide unique and educational recreational opportunities for a broad spectrum of user groups. At the same time, they could preserve and interpret an important part of our national heritage.

We have enclosed for your review and comment a project brief listing the project background, preliminary management goals and objectives, and initial issues, concerns, and opportunities. Maps of the proposed trail corridors are also enclosed. If you have any suggestions, comments, or concerns about this project, please direct them to:

Teri A. Cleeland, Assistant Forest Archeologist
Kaibab National Forest
800 S. Sixth St.
Williams, AZ 86046

If you know anyone else who might be interested in this project, please pass on this information. Comments must be received by April 24, 1989. We look forward to your participation.

Sincerely yours,

LEONARD A. LINDQUIST
Forest Supervisor

Enclosures

BRIEF: BEALE WAGON ROAD AND OVERLAND ROAD HISTORIC RECREATION TRAILS

USDA FOREST SERVICE
SOUTHWESTERN REGION
KAIBAB NATIONAL FOREST
CHALENDER AND WILLIAMS RANGER DISTRICTS
COCONINO COUNTY, ARIZONA

1. PURPOSE AND NEED FOR ACTION

The Kaibab National Forest Plan provides specific management objectives for the Beale Wagon Road, the Overland Road, and associated historic sites and side trails. Several objectives have already been met; others will require careful planning. This document describes the project background, Forest Plan direction, and identifies preliminary goals and objectives, issues and concerns, and opportunities. The intent is to inform and involve line officers, support staff, and the public in the project.

2. PROJECT BACKGROUND

The Beale Wagon Road and Overland Road are historically-related pathways which traverse the Kaibab National Forest. Background on history and management of each trail follows.

2.1 Beale Wagon Road

In 1857, Congress appropriated funds to locate and construct a wagon road along the thirty-fifth parallel between Fort Smith, Arkansas and the Colorado River. Navy Lieutenant Edward Fitzgerald Beale commanded two expeditions which completed the task between 1857 and 1859. His first expedition is particularly noteworthy because twenty-two camels accompanied it in an Army experiment to test their practicality as beasts of burden in the desert southwest. The Army abandoned the experiment at the advent of the Civil War, and the camels were turned loose to roam the desert. After surveying the route, Beale returned with a crew of workers in 1858-59 to construct the road. The men cleared large rocks and trees, constructed crude drainage crossings, and blazed the trail, but the Beale Wagon Road never amounted to more than a narrow dirt track. Nevertheless, it became a major pathway west and saw extensive use by the military, emigrants, and ranchers driving stock. Long-distance travel on the Beale Road ceased after a transcontinental railroad was completed along the general route in 1882, but it continued to be used by local traffic, and today several Forest Service roads cover the old wagon road.

In 1978, the Kaibab National Forest contracted with historians Eldon Bowman and Jack Smith to research the history and determine the location of the Beale Wagon Road within its boundaries. Shortly after, the Chalender Ranger District marked the route on the ground with blue survey stakes. Although several sections of intact original roadbed can still be seen, much of the route was inferred from maps and other historical documentation. Approximately 18 miles of the Beale Wagon Road crosses the Chalender Ranger District; only 3 miles

cross the Williams Ranger District. Several potential interpretive sites are located along the trail.

In 1983, Congress amended the National Trails System Act to direct a study for potential National Historic Trail designation of the "Beale Wagon Road, within the Kaibab and Coconino National Forests in Arizona; Provided, such study may be prepared in conjunction with ongoing planning processes for these National Forests to be completed before 1990" (P.L. 98-11). To this date, no further study or coordination with the Coconino National Forest on National Historic Trail nomination for the Beale Wagon Road has occurred.

In 1984, Laws Spring, a water source on the Beale Wagon Road with emigrant's initials carved on surrounding rocks, was listed on the National Register of Historic Places.

In 1988, the Kaibab National Forest contracted with Jack Smith to permanently mark the trail's route with distinctive brass cap monuments spaced 1/4 mile apart. Rock cairns and tree blazes interspersed between monuments further define the route.

2.2 Overland Road

In the early 1860's, gold was discovered in what is now the Prescott area. The US Army decided to establish a military fort (Fort Whipple) near the gold fields. To access the new fort and the new community of Prescott, the Army blazed a wagon road in 1863. The Overland Road split off from the Beale Wagon Road in the vicinity of today's Navajo Army Depot, skirted the edge of the Mogollon Rim, and descended to Hell Canyon along what is today the Perkinsville Road. Arizona became a Territory separate from New Mexico in 1863, and the first gubernatorial party traveled along the Overland Trail from Santa Fe to the new Territorial Capitol at Prescott in January, 1864. The road saw substantial use over the next twenty-odd years, but the rough and rocky route was largely abandoned after the railroad arrived. Portions of it were later covered by logging railroad lines and local roads. Today, several Forest Service roads follow the path of the Overland Road. The Chalender Ranger District contains approximately 15 miles of the Overland Road; the Williams Ranger District has about 13 miles. Several potential interpretive sites are located along the trail.

In 1988, the Kaibab National Forest contracted with historian James W. Byrkit to research the history and relocate the route of the Overland Road across the Kaibab National Forest. He was directed to provide information required for eventual nomination of the route as a National Historic Trail. Dr. Byrkit's subcontractor, archeologist Noel Logan, marked the route in a manner similar to the Beale Wagon Road. Very little of the original trail can be seen on the ground today.

The Overland Road continues on to the Prescott National Forest, which has not intiated any study of the trail. The trail has not been designated by Congress for study for National Historic Trail nomination. It could be so considered, however, or considered for designation as a Connector Trail to the Beale Wagon Road under provisions of the National Trails Act.

3. FOREST PLAN DIRECTION

3.1 Goals and Objectives

Management goals and objectives for both the Beale Wagon Road and Overland Road are found throughout the Kaibab National Forest Plan, but specific direction is located on page 39: A01 Recreation Planning, Standards and Guidelines:

"Manage the Beale Wagon Road, Overland Military Trail . . . and associated historic sites and side trails for potential Congressional designation as National Historic Trails. Use of motorized vehicles on any portion of the routes not already designated for general vehicle travel is prohibited. Emphasize foot and horse travel recreation activities on intact portions of the routes. Provide adequate off-road vehicle (ORV) signing to advise the public of motorized restrictions. Within two years of Congressional designation as National Historic Trails, formulate comprehensive trail management plans to promote the historic and cultural significance of the trails, incorporating the direction outlined in this plan. Recognize the needs of the disabled and those with limited mobility in developing access facilities for the trails. Propose recreational facilities for the trails which are related to significant interpretive and recreational points of interest, on, or adjacent to the trails. Emphasize protection for the historic value of the trail routes. Develop one representative visual logo for each trail. Revise and expand publications in cooperation with local sponsors."

4. PRELIMINARY MANAGEMENT GOALS AND OBJECTIVES

Management for both historic recreation trails will be similar. The following are tentative goals to allow public access and enjoyment of the trails:

4.1 Develop a comprehensive trail management plan for each trail.

4.2 Develop trailheads along major Forest Service roads to allow several points of access for day-long, weekend, or week-long travel. Incorporate interpretive facilities at trailheads to accommodate handicapped users and those choosing not to use the trails.

4.3 Prohibit motorized vehicle use on any portion of the trails not located on Forest System roads. Provide adequate off-road vehicle (ORV) signing to advise motorists of such prohibitions.

4.4 Allow only hiking and equestrian use of trail sections not located on Forest System roads. Mountain bikes may only be permitted on Forest System roads.

4.5 Provide for continuous access to the routes. Special accommodations for hikers and equestrians must be made at fencelines and other obstructions. Wherever possible, obtain easements or fee title to private land through which the historic routes pass. Until such access can be provided, develop alternative detours for travelers on the route. Improve access roads, where needed.

4.6 Develop interpretive sites along the routes inobtrusively through signing. Develop and print interpretive brochures for the routes.

4.7 Provide for a quality recreational experience along the trails by creating a preserved visual corridor along them. Within this visual corridor, prohibit timber, fuelwood, minerals, and other activities which could potentially adversely impact the historic and recreational integrity of the trails.

4.8 Provide for public participation in and information about the historic trails. Involve the public at appropriate points in every decision-making process. Encourage public stewardship of the trail through volunteer assistance in development and maintenance.

4.9 Assign a Trail Coordinator to oversee the management of each trail.

4.10 Develop a distinctive logo for each trail.

5. ISSUES AND CONCERNS

5.1 RECREATION: A recommendation for administrative action regarding National Historic Trail designation is necessary. Should adjacent agencies participate in trail management where they enter their lands? Is public interest adequate to warrant development of the trails? Management of these trails may affect the yield of other resource outputs, particularly in regard to visual corridors and off-road vehicle closures. Public use of the trails may impact the integrity and preservation of historic roadbeds and associated sites. Conflicts may arise between user groups--hikers, equestrians, bicyclists, motorists, and commercial outfitters in the areas of safety, access, trespass, and aesthetics. Conflicts may occur in the areas of special use permits, mineral claims, proposed developed recreation sites, and private inholdings. Visual corridors need to be formulated for each trail.

5.2 TIMBER: Retention within proposed visual corridors may affect disease and/or pest control and timber sale costs and/or yields. ORV closures and the visual corridor may affect timber sale transportation systems. Opportunities exist for retention of old growth, snags, and interpretation of timber management.

5.3 RANGE, SOILS, AND WATERSHED: Protective fencing around riparian areas may make water unavailable for domestic livestock use, and may visually impact the trail. Potential impact to soils through increased use may occur. Continuous trail access through fencelines will increase construction and maintenance costs to either the Forest or permittees. Access to existing water sources along trails must be maintained, or alternative sources developed. Potential conflicts may arise between users and stock (cattle and sheep). Opportunities exist to remove unneeded fences along the trails, to involve permittees in trail management, and to interpret range management.

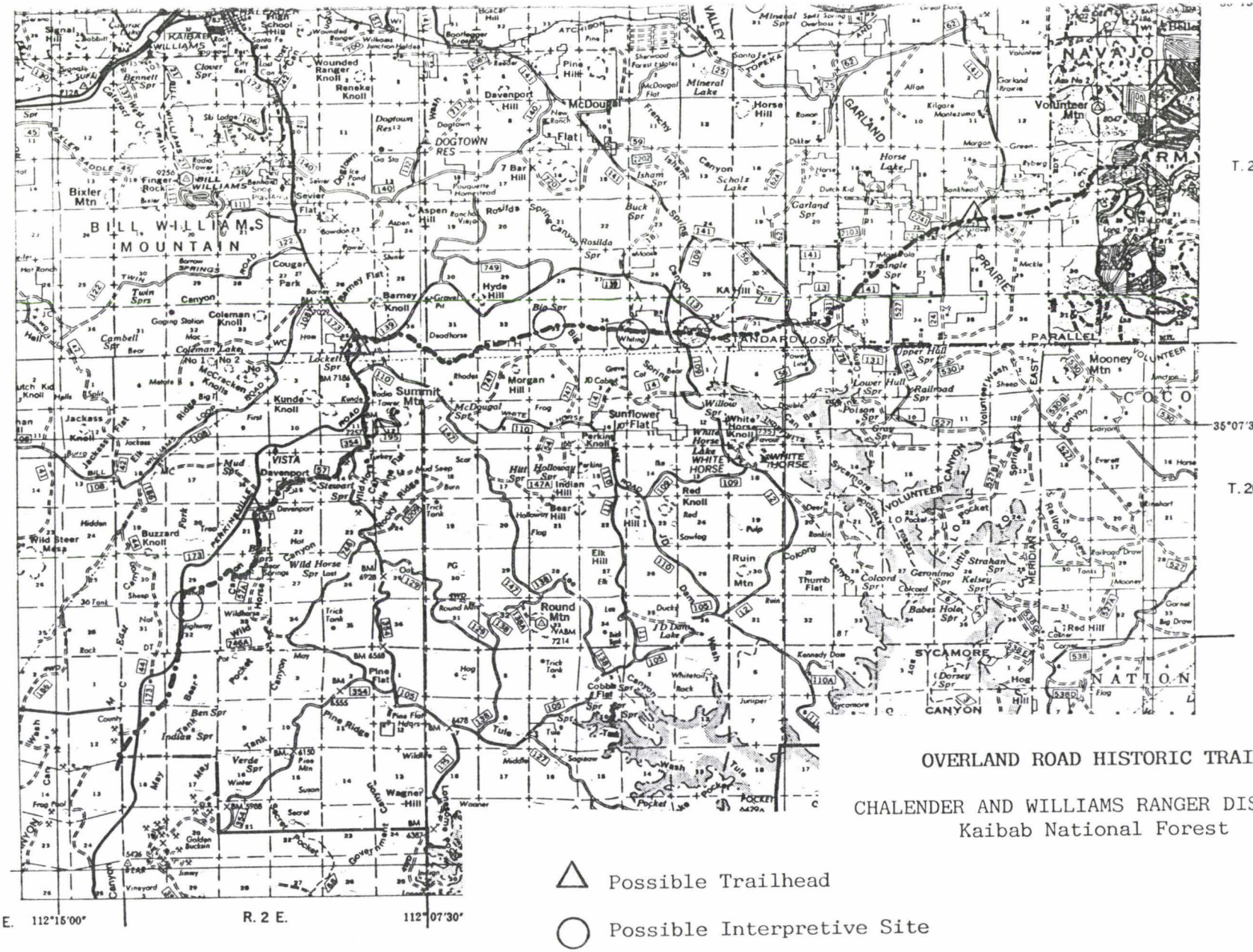
5.4 FUELS: Increased trail use may increase the risk of human-caused fires. Fire closures and prescribed burns may occasionally prohibit trail use. Visual corridor and ORV restrictions may affect construction and maintenance of fuel breaks and fire lines. Emergency fire suppression may result in adverse impacts to intact sections of the historic trails. Visual corridor and ORV restrictions may impact public fuelwood collection along the trails. Opportunities exist to maintain fuelbreaks on existing roads

5.5 WILDLIFE: Increased human and domestic livestock use may impact threatened, endangered, and sensitive species, particularly in ORV closure areas, at trailheads and at water sources; little impact is anticipated along existing roads. Opportunities exist to expand ORV areas in Garland and Government Prairies for both wildlife and trail management and to interpret wildlife to trail users.

5.6 TRANSPORTATION AND ENGINEERING: Trail management may affect existing, new, reconstructed, and proposed roads in the areas of resource access, trail access, and obliteration. Proposed trailhead access and construction may require Resource Access Travel Management modifications. Off road vehicle closures may be required for certain areas. An opportunity exists to add the trails to visitor maps and transportation inventory

6. OPPORTUNITIES

These trails will provide unique and educational recreational activities for a broad spectrum of user groups. At the same time, they will preserve an important part of our national heritage. Opportunities exist to interpret a broad spectrum of resources and Forest Service multiple resource management, such as cultural resources, timber, range, fuels, and wildlife. There is also an opportunity for public involvement in management and maintenance of the trails through volunteerism.



OVERLAND ROAD HISTORIC TRAIL

CHALENDER AND WILLIAMS RANGER DISTRICTS
Kaibab National Forest

△ Possible Trailhead

○ Possible Interpretive Site

⬡ Possible Trailhead/Interpretive Site

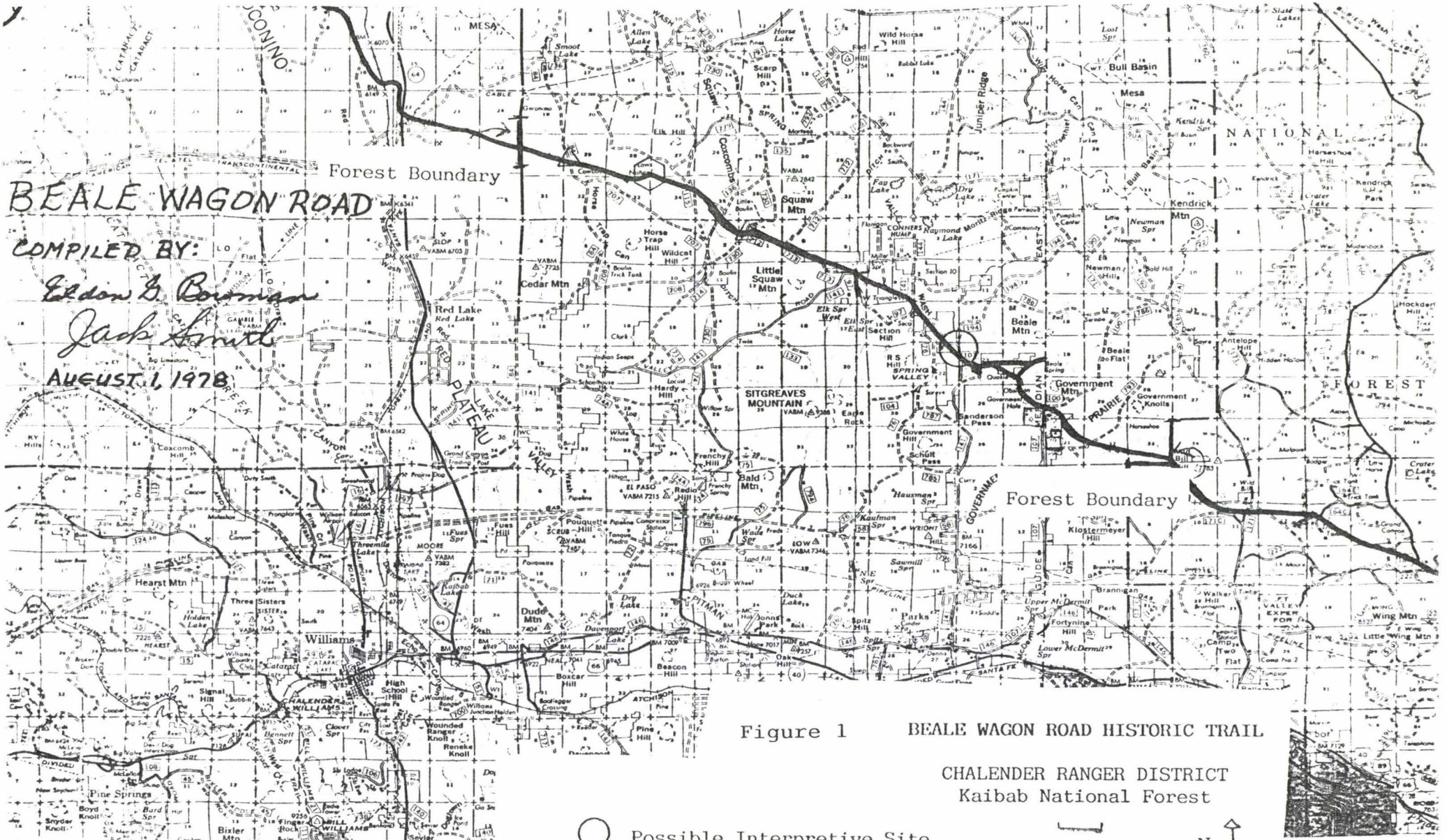


Figure 1 BEALE WAGON ROAD HISTORIC TRAIL

CHALENDER RANGER DISTRICT
Kaibab National Forest

BEALE AND OVERLAND TRAILS: ISSUES, CONCERNS, AND OPPORTUNITIES

Teri Cleeland, Assistant Forest Archeologist
March 24, 1989

The following are preliminary issues, concerns, and opportunities expressed by the various functions at the scoping meeting held March 13, 1989 at the Chalender District office.

RECREATION: The National Trails System Act, as amended, requires evaluation of the Beale Wagon Road as a National Historic Trail. The Overland Road may also be suitable for similar evaluation. A recommendation for administrative action regarding such designation is necessary. Management of these trails may affect the yield of other resource outputs, particularly in regard to visual corridors and off-road vehicle closures. Public use of the trails may impact the integrity and preservation of historic roadbeds and associated sites. Conflicts may arise between user groups--hikers, equestrians, bicyclists, motorists, and commercial outfitters in the areas of safety, access, trespass, and aesthetics. Conflicts may occur in the areas of special use permits, mineral claims, proposed developed recreation sites, and private inholdings. Visual corridors need to be formulated for each trail. Opportunities exist to involve the public in a unique recreational experience and to interpret a broad spectrum of resources and Forest Service multiple use management.

TIMBER: Retention within proposed visual corridors may affect disease and/or pest control and timber sale costs and/or yields. ORV closures and the visual corridor may affect timber sale transportation systems. Opportunities exist for retention of old growth, snags, and interpretation of timber management.

RANGE, SOILS, AND WATERSHED: Protective fencing around riparian areas may make water unavailable for domestic livestock use, and may visually impact the trail. Potential impact to soils through increased use may occur. Continuous trail access through fencelines will increase construction and maintenance costs to either the Forest or permittees. Access to existing water sources along trails must be maintained, or alternative sources developed. Potential conflicts may arise between users and stock (cattle and sheep). Opportunities exist to remove unneeded fences along the trails, to involve permittees in trail management, and to interpret range management.

FUELS: Increased trail use may increase the risk of human-caused fires. Fire closures and prescribed burns may occasionally prohibit trail use. Visual corridor and ORV restrictions may affect construction and maintenance of fuel breaks and fire lines. Emergency fire suppression may result in adverse impacts to intact sections of the historic trails. Visual corridor and ORV restrictions may impact public fuelwood collection along the trails. Opportunities exist to maintain fuelbreaks on existing roads and to interpret fuels management to trail users.

WILDLIFE: Increased human and domestic livestock use may impact threatened, endangered, and sensitive species, particularly in ORV closure areas, at trailheads and at water sources; little impact is anticipated along existing roads. Opportunities exist to expand ORV areas in Garland and Government Prairies for both wildlife and trail management and to interpret wildlife to trail users.

TRANSPORTATION AND ENGINEERING: Trail management may affect existing, new, reconstructed, and proposed roads in the areas of resource access, trail access, and obliteration. Proposed trailhead access and construction may require Resource Access Travel Management modifications. Off road vehicle closures may be required for certain areas. An opportunity exists to add the trails to visitor maps and transportation inventory.

PROJECT RECONNAISSANCE: THE NEXT PHASE

Site-specific input from the various functions is needed before alternatives can be generated. An ID Team is identified below. Please notify me of any changes in the team. Each function is requested to supply relevant data on standardized maps which are provided. Visitor maps with marked trails are provided for each function; one set of 7.5' topographic maps is provided for the District and one for the SO. For consolidation and consistency, all functions are requested to mark the single set of topo maps with areas of potential concern or opportunity. For example, range management might mark known fencelines which must be retained or could be removed, permittee water sources, soils, etc.; recreation would mark potential trailheads, potential developed recreation sites, interpretive sites, etc.; timber might mark proposed timber sale areas, old growth areas, etc.; wildlife could note areas with threatened, endangered, or sensitive species; the landscape architect will complete a preliminary assessment of visual corridors. The extent of the visual corridor may have the most impact on other functions and therefore, input from other functions may be very preliminary at this point. However, these are the data from which alternatives will be generated, so please include as much input as possible at this point, and provide supplementary notes. Feel free to contact me with questions or discussion.

Public input is critical during the planning phase of this project. Some 60 groups or individuals have been contacted by mail and requested to provide comments on the proposed project. The deadline for input from the public and Forest Service functions is set at April 24, 1989. Please provide your comments to me by then, so that the next phase, deriving project alternatives, can proceed.

HISTORIC TRAILS ID TEAM

Supervisor's Office

Teri Cleeland, Assistant Forest Archeologist
Dennis Lund, Recreation and Lands Staff Officer
Nora Laughlin, Landscape Architect
Tony Beke, Transportation Planner

Chalender Ranger District

Dick Pellissier, District Ranger
Leslie Ferroni, Recreation and Lands
James Griffing, Wildlife
Don Richard, Range, Soils, and Watershed
John Brink, Timber
Lorenzo Rodriguez, Fire and Fuels

April 1990

SUMMARY

PLANNING MEETING: BEALE WAGON ROAD AND OVERLAND ROAD HISTORIC TRAILS
[CHALENDER DISTRICT AND SUPERVISOR'S OFFICE ID TEAM]

The following summarizes the input on trail development and management resulting from two ID team meetings, held in April 1989 and on February 12, 1990. These are comments on the trail brief and other issues. Please look these over and see if your concerns are addressed here. We can, of course, also discuss new ones at our April 9 meeting.

HISTORIC TRAILS ID TEAM [D2 AND SO]

Teri Cleeland, ID Team Leader	Leslie Ferroni
Dennis Lund	James Griffing
Nora Laughlin	Don Richard
Deb Havens	John Brink
Tony Beke	Lorenzo Rodriguez

NEW DEVELOPMENTS
AND INPUT FROM STAFF AND "PUBLICS"

Recreation: Dick Pellissier prepared a report on recreation input for the Overland Road trail on D-2 only. He recommended specific trailhead locations; potential interpretive sites (Whiting Ranch, Big Springs, Old Sawmill, Dow Spring); and noted concerns (need signing at junction of Sycamore Rim Trail and Overland Road trail in two places). Teri Cleeland worked with a contractor to draft trail brochures and interpretive signs for both the Beale and Overland Trails; these are available for review at the meeting. The contractor designed logos that could be used for trail markers. **Note:** The brochures set out a vision of how the trail will be used and managed from a recreational standpoint, but because they have not yet been printed, they can be modified to mitigate concerns or promote opportunities suggested by the ID team.

Cleeland and Marcia Miolano, Engineering, tentatively identified and designed low-use trailheads. SO Recreation is preparing a contract for trailhead design to be done summer of 1990. On D1, trailheads are scheduled for Russell's Tank only on the Beale Road. On the Overland Road, 3 are scheduled: at the junction of FR 357 and 57, near Bandit Tank on the South Road, and at the CCC camp at the junction of the South Road and FR 139. These trailheads had interpretive signs designed for them. Cleeland is working with the State of Arizona for a right-of-way through a parcel of State Trust land east from the FR 100 and 107 trailhead.

The issue of National Historic Trail nomination has not been addressed yet. This should be discussed by the ID Team. Our opportunity for nominating it may be lost if it is not done before the end of 1990.

The team discussed the plastic trail markers proposed for posting on the trails. Thought they should be smaller (4" by 4"), without logos, except for major access points, where they could be 6" by 6" with logos. Also, felt the logo design (pick and shovel) for the Overland Road should be changed to eliminate confusion with the standard mining icon. Suggested a miner with gold pan or standard wagon icon. Suggested the Kaibab National Forest work with the State of Arizona to erect an interpretive sign at the point where the Beale Trail crosses Hwy. 64.

Need to determine how the trail markers and interpretive signs will be installed. Suggestions from ID Team include asking YCC crews, Hot Shot crews, Sierra Club, or other volunteers to help.

Cultural Resources: Cultural resource survey and recording of sites has taken place on sections of the trails: at Laws Spring, Dow Spring, and the State Land near the junction of FRs 100 and 107. Cultural resource survey still needs to be completed along both trails. Survey will be accomplished using para-archeologists for training purposes. They will be treated as normal undertakings, with consultation through the State Historic Preservation Office. Individual road segments that retain integrity will be recorded as sites, along with all other sites along the trail corridors, and a report will be prepared that will identify sensitive cultural resource areas.

Transportation: Reviewed the alignment of historic trails in regard to the transportation inventory and RA/TM decisions made by the districts. There are a few cases where roads scheduled to be obliterated cross or correspond with trail corridors, causing a conflict. **mitigation measure:** No roads scheduled for obliteration will be used for access to the trails, and for the most part, RA/TM determinations do not affect trail corridors. Where they do, intensive cultural resource survey prior to road obliteration will identify sensitive areas, such as crossings, that can be addressed on a case-by-case basis.

Visual Resource Management: (**Note:** This is a DRAFT from Deb Havens on visual management). The Kaibab National Forest Plan fails to state Visual Quality Objectives (VQO's) for them. Most of the foreground and middleground of the trail may already have a VQO of Partial Retention because of proximity to forest roads (Beale: FR 107, 141, 144, 730; and Overland: FR 108, 109, 110, 139, 141, 173 and 354).

The visual resource inventory is currently being revised, and the following is based on this revision.

The Beale and Overland Roads are very sensitive to visual impacts due to their national significance and because their users will have high expectations. The inventoried VQO's for the routes are Retention or Partial Retention in the foreground and middleground. In the background, VQO's vary from Retention, to Partial Retention and Modification. See the visual resource inventory maps to see exactly where each set of inventoried VQO's exist. The VQO Retention requires that management activities not be evident to the casual forest visitor. The VQO Partial Retention calls for management activities that remain subordinate to the characteristic landscape. Modification allows

management activities to dominate the characteristic landscape, but the activities must utilize naturally established form, line, color and texture.

It is recommended that all management along the Beale and Overland Roads consider visual resources on a case-by-case basis. Although visual resources need to be protected, other management should not be prevented. Most of the impacts and changes in management due to the VQO's in the new inventory would be confined to those activities in the foreground (seen and potentially seen areas 1/4-1/2 mile from the trail). Timber harvesting, fuels treatment, wildlife habitat improvement and other activities may need to be modified or mitigated to meed VQO's.

Where management activities can be seen from the routes, it is recommended that interpretive signs be installed to explain the activities. These trails have excellent potential for interpreting various aspects of the Forest Service's multiple-use management.

Timber: Sawtimber loss may occur as a result of visual management objectives. Visual management within timber sales will be handled on a case by case basis as part of the IRM process. As always, known sites will be avoided during timber sale harvest and post sale activities. Timber is also concerned about the trails' effect on access to harvest units. Total avoidance of the trails will not be required, but sensitive areas, such as original trail sections (rare in timbered areas) will be identified and avoided, along with all sites. Access areas can be identified in the timber sale planning process.

Wildlife: No adverse effects are identified for any known TE&S species or its habitat on trails or trailheads along the Beale or Overland Roads on D2, with the possible exception of Laws Spring. Griffing had some concern about picnicing and overnight camping here, although he had not field checked it yet. We propose to post a "no camping here" sign. No developments are planned for Laws Spring, other than a parking area, short trail to the spring, and interpretive sign (already in place).

Range, Soils, and Watershed: Concern that permittees would be assessed the cost of providing access through fencelines. Also concern that water access be maintained. At this time, no changes are planned for fenceline or water access.

Input from interested or affected people, groups, and agencies: The initial Trail Brief presented at the scoping meeting was sent to 83 organizations and individuals. An article appeared in the Williams News asking for comments. We received 10 replies. They are briefly summarized.

Plateau Group, Sierra Club: Supports the trail concept. Agrees with prohibiting motorized vehicle use on the trails. Suggest we develop a volunteer program to help maintain the trails, sign the routes, close roads, and build access points through fences. Encourage the Forest Service to seek National Historic Trail nomination for Beale Road, and consider the Overland Road for Connector Trail status. Work with Coconino and Prescott NFs on this.

Marion Perkins, outfitter (permittee): Telephoned to express his support for the trails project. Is willing to work in partnership with the Forest Service to open the trails for equestrian use.

City of Williams: Supports the project.

State Historic Preservation Office: No comments at this time, but would like to keep informed as trail management plans are developed.

Dave Ogilvie (Coconino County Cattle Growers Assn.): Telephoned to ask if all range permittees had been notified (yes). Noted that all of his concerns were addressed in the project brief. Felt that the Forest Service should bear the full cost of any fence work or any other alterations to accommodate users. The C.C.C.G.A. as an association is not interested in participating in trail stewardship, but individual permittees might be.

Rick Johns (owner of Spring Valley ranch): Telephoned with a concern that we would route the Beale Road trail through his private property. I stated that it is possible that we could seek an easement in the future, but there are currently no plans to do so through any private parcels.

Susan Cureton (private Williams citizen responding to an article in the Williams News): Suggests that we not develop the trails too much. Noted that there are nine signs at the entrance to JD Dam, which is too many. Motorized vehicle and fuelwood cutting prohibition is a great idea. Don't mar the trails with monuments, markers and lengthy discussions on numerous erected signposts. Suggests we hand out brochures. "Its nature we want to see, not reminders of the federal government."

John Parsons (AORCC): Thinks we have identified most of the issues and concerns. Should be some short (1/4-1/2 mile) stretches not on FS numbered roads on the Beale which would be OK for bicycles. Agrees that 95% of off-road stretches should be closed to bicycles, but would like a token stretch. Getting other managers like Coconino, Prescott, BLM, and State Parks to follow our lead is a priority. Have a logo design contest. Stimulate a challenge grant for brochure prep and printing. You are doing a good job.

Stone Forest Industries: They support the development and maintenance of the trails. They strongly object to the "preserved visual corridor" concept outlined in the project brief [**Note:** this has since been changed]. Vegetative treatments should be promoted in the visual corridor to educate trail users. Adverse visual impact of logging in the visual corridors can be mitigated through a variety of different slash treatments along the proposed trails. They support standard silvicultural treatments in the visual corridor to provide an interpretive opportunity about the timber program. Timber management activities also help reduce fuel loads and thus reduce wildfires. "As planning progresses on trail head development and interpretive opportunities, Stone Forest Industries commits to an active role (through donation of material or manpower) in completing these projects."

APPENDIX C: INTERPRETATION

Southwestern Region Cultural Resources Interpretive Action Plan

Interpretive Proposals for Beale Wagon Road, Overland Road,
Route 66 Auto and Bicycle Tours

Trail Logos

Brochures for Beale Wagon Road, Overland Road,
Route 66 Auto Tour, Route 66 Mountain Bicycle Tour

Interpretive sign sketches

Examples of public outreach in printed medium

Serving people by

OPENING THE DOORS TO THE PAST

Cultural Resources Interpretive Action Plan

USDA FOREST SERVICE - SOUTHWESTERN REGION

INTRODUCTION

Few things capture the interest and imagination of the American people like old ruins and old memories. The vanished people, the unanswered questions, the wondering--what would it have been like to live here a hundred or a thousand years ago? Managers of the nation's cultural resources hold keys to unlock facinating doors to the past for millions of Americans. Sites are inventoried and protected on the basis that they belong to all Americans; now, many people are eager to visit and learn about their sites and to experience that contact with the past that comes from standing in some ancient place or holding an artifact made thousands of years ago. This action plan provides a framework for cultural resources interpretation in the Southwestern Region. It describes how we will provide opportunities for Forest visitors and others to discover and learn about the past.

Background - 1986 General Management Review (GMR)

The 1986 General Management Review of the Southwestern Region identified as an issue the need for further development of cultural resource interpretation:

> "The Southwestern Region includes a vast array of cultural resources. They include prehistoric cliff dwellings, Pueblo ruins, Spanish colonial and Mexican settlements, and various types of early mining, ranching and logging sites. Many of these resources can be traced forward into modern times to contemporary Native American populations still occupying these lands. These resources are unique to North America and represent a scientific, historical, and religious treasure of incalculable value."

And yet:

> "Very few managers have given much thought to public interpretation opportunities related to cultural resources."
>
> "With the exception of the facility managed cooperatively with the National Park Service there are no other Forest Service visitor centers in R-3 dedicated to cultural resources."
>
> "Forest plans give little attention to the interpretive aspects of cultural resources (see section 219.24 NFMA)."
>
> "The team feels the full potential for interpretation of cultural resources in Region 3 is not being pursued. The opportunities for visitor centers, special emphasis areas, and recreation facilities related to interpretation and viewing of cultural resources have not been analyzed and identified...The potential revenue generated

from cultural resources through interpretation association and future fee collection has not been considered."

GMR Action Plan:

"Region develop a cultural resources interpretive plan that identifies objectives, interpretive themes, and opportunities. Identify major Regional initiative for next 3 to 5 years, and plan for implementation." (Item III.B.3.a)

This Cultural Resources Interpretive Action Plan fulfills the requirements of the above GMR item.

Linkage with Forest Plans

Each Forest is currently developing a Cultural Resources Planning Assessment, in accordance with the Save the Jemez, et al., Lawsuit Settlement Agreement. The direction in the planning assessments will be incorporated into Forest Plans through the ammendment process. This interpretive action plan provides a general umbrella for the cultural resources interpretation component of those planning assessments. It provides Regional objectives, interpretive themes, and technical guidance. Forests will identify, prioritize, and schedule development of specific cultural resources interpretive opportunites in the Forest Plan 10-Year Implementation Schedule.

Linkage with National Recreation Strategy

The National Recreation Strategy states that the recreation program of the National Forests will be revitalized in response to customer needs and in order to "favorably influence public opinion through a quality...program". One means of doing this is through quality interpretation of cultural resources.

Methodology

The action plan was developed by an interdiciplinary team headed by Craig Whitney, Region 9 interpretive specialist (see Appendix A). Following a review of written Forest input, interpretive issues and concerns were identified (Figure 1). Potential audiences were identified and described (Figure 2). A vision statement and goals for cultural resource interpretation in the Southwestern Region were formulated, along with the themes that would help unify interpretive 1fforts. Eventually, a concept for a multi-tiered interpretive strategy evolved (Figures 3 and 4), one that would help guide the Region toward its goals and would also respond to the issues and concerns. Finally, action items for implementing this strategy were formulated, resulting in a Regional Cultural Resources Interpretation Initiative (Figure 5).

Figure 1

CULTURAL RESOURCE INTERPRETATION
ISSUES, CONCERNS, AND OPPORTUNITIES

1. FEW EXISTING OPPORTUNITIES FOR PUBLIC ENJOYMENT. On most Forests, there are few opportunities for the public to visit and learn about cultural resources. We are missing an important opportunity to provide public benefits, to involve the public in what we do, and to contribute to a vital and positive Forest Service image.

2. PROTECTION OF CULTURAL RESOURCES. Pothunting and vandalism are major concerns in the Region. Law enforcement efforts and site protection messages alone will not solve the problem. We need to establish a stronger, positive Forest Service presence at more cultural resource sites--a presence that says, "We are taking care of your cultural resources, and we want you to enjoy them".

3. NATIVE AMERICAN PARTICIPATION. There is a need for greater communication and participation of Native Americans and other cultural groups in the interpretation of their history and prehistory. We have an opportunity to enhance understanding and appreciation of living cultures and to add a new dimension to our interpretation and understanding of the past.

4. PILOT PROJECTS TO SHOW THE WAY. We need some pilot project "success stories" in cultural resource interpretation to demonstrate public benefits and to show that high quality, professional intepretation can be done at reasonable cost. On-the-ground examples of excellence in interpretation will spark Forest enthusiasm and action.

5. SOMETHING UNIQUE TO OFFER! We do not want to duplicate what the Park Service and other agencies have. We have an opportunity to create a unique Forest Service "style" of site interpretation that preserves a sense of remoteness and discovery.

6. INTERAGENCY COORDINATION. Currently, most interpeted sites in the Southwest exist in relative isolation. The public has no easy way to find out about what is available, how to get there, and what they can expect to find there. Interpretive efforts are fragmented between agencies, and there is a need for greater interagency communication and coordination.

7. SKILLS NEEDED. Forests currently do not have access to in-Region skills in interpretive planning. If we want to develop high-quality interpretive projects, we will need expertise in interpretive project planning and design. We will also need training in the principles and techniques of interpretation to provide Forest personnel with the background to work more effectively in this area.

8. INTERPRETIVE ASSOCIATIONS. We need the help of interpretive associations if we are to provide a full range of services--orientation, information, and interpretation. The Region currently has few sales outlets and few benefits from private partnerships.

VISION STATEMENT

OUR LEADERSHIP AND CREATIVITY IN CULTURAL RESOURCES INTERPRETATION WILL STRENGTHEN OUR PRESENCE WITH THOSE WE SERVE. ON EVERY FOREST, VISITORS WILL BE ABLE TO EXPERIENCE THE THRILL OF "DISCOVERING" THE PAST. THROUGH AN INTEGRATED, MULTI-TIERED APPROACH, WE WILL PROVIDE AN EXCITING RANGE OF OPPORTUNITIES FOR APPRECIATING AND ENJOYING THE NATION'S CULTURAL HERITAGE. INSPIRED BY INCREASED UNDERSTANDING AND A SPIRIT OF STEWARDSHIP, FOREST VISITORS WILL BECOME OUR ALLIES IN SITE PROTECTION. WE WILL EXPAND OUR CAPABILITIES FOR MEETING OUR GOALS THROUGH A COMMITTMENT TO CITIZEN PARTICIPATION, INTERAGENCY COORDINATION, AND PARTNERSHIPS. WE WILL MEASURE OUR SUCCESS FIRST AND FOREMOST THROUGH VISITOR SATISFACTION.

GOALS

CULTURAL RESOURCES INTERPRETATION IN THE SOUTHWESTERN REGION WILL:

* SERVE PEOPLE BY PROVIDING OPPORTUNITIES FOR DIVERSE AUDIENCES TO DISCOVER AND ENJOY CULTURAL RESOURCES ON NATIONAL FOREST LANDS;

* CONTRIBUTE TO AN APPRECIATION OF THE NATION'S CULTURAL HERITAGE AND ITS RELEVANCE TO PRESENT DAY LIFE AND PEOPLES;

* ENHANCE RECREATIONAL EXPERIENCES FOR FOREST VISITORS THROUGH QUALITY INTERPRETIVE PROGRAMS AND MATERIALS; AND

* STRENGTHEN CULTURAL RESOURCES PROTECTION THROUGH INCREASED PUBLIC AWARENESS AND UNDERSTANDING.

WHAT WONDERFUL STORIES WE CAN TELL!
REGIONAL INTERPRETIVE THEMES

1. **DISCOVER YOUR HERITAGE!** The historical and cultural foundations of our nation and local communities help give meaning to our lives.

Possible Sub-themes:

Touch the Past - Archaeology Weekend at Elden Pueblo
A Mystery History Tour of the Santa Ritas
They Called the Red Rock Country "Home"
Coronado National Forest - Land of Legends
A Walk Through Time - Pictograph Tour of Palatki
Did Someone You Know Work Here? - CCC Craftsmen of Juan Tabo Basin

2. **LIVING WITH THE LAND.** The way past peoples used available resources, molded both their lives and their lands in ways that still operate today.

Possible Sub-themes:

Life and Land Use Along the Chama, 10,000 B.C. - Present
Shoofly, A Temporary, Tenuous Solution to the Problems of 12th Century Life in the Payson Region.
Water Storage and Distribution, Keys to Life in the Desert
National Forest Management, Yesterday and Today
They Came to the Mountains - Use of the Sacramentos Through Time
Lifelines - The Acequia System of Northern New Mexico
Time and a Land Ethic: Natural and Cultural History Linkages
Mills Canyon Site - A Family's Losing Battle with Mother Nature

3. **SOMEWHERE IN TIME.** What was life like here a hundred or a thousand years ago?

Possible Sub-themes:

The Way It Was in Ponil - Nineteenth Century Sawmill Town in Northern New Mexico
Fall Campsite at Turkey Springs, 700 Years Ago
Watching from Ledges, Cliff Dwellers of the Sierra Anchas
A Day in the Life of a Soldier - Camp Rucker, 1880
Homestead Below the Rim, The Life and Times of Babe Haught
Tsiping - Island in Time

4. A LIVING LEGACY. Prehistoric and historic sites and settings may hold special cultural and religious significance for present day cultures.

Possible Sub-themes:

A Pueblo View of the Natural World
More Than a Mountain, San Francisco Peaks in the Hopi World
Astialakwa - Last Stand (Respecting the Isolation of a Sacred Place)
"Of a Village" - Three Centuries of Hispanic Life and Culture
Landmarks of Their Universe - Sacred Peaks of North Central New Mexico
The Past Lives On in Memory, Belief, and Tradition

5. STEWARDS OF THE PAST. Land managers, with your help, seek to assure the protection, conservation, and interpretation of cultural resources on public lands.

Possible Sub-themes:

"The Past Belongs to All Americans"
Saving Gallina Springs Ruin, Efforts to Control an Arroyo
New Light on New Mexico Prehistory - Contributions of the Elena Gallegos Archeological Project
Managing Cultural Resources on the Prescott National Forest
Thousands of Years of Prehistory Erased In A Single Day - Looters Destroy the Past for Everyone, Forever

6. THE BIG PICTURE. Past peoples did not live in isolation but were part of larger networks of communities who depended on and competed with each other in their quest for survival and well-being.

Possible Sub-themes:

High Mountain Pueblos - Unanswered Questions About Late Prehistoric Settlements in the Jemez Mountains.
Nuvakwewtaqa and Trade Networks of the 14th and 15th Centuries
Cultures in Conflict - The Apache Wars
Corridors of Change - Frontier Travel and Communication Routes
Sawdust and Steam - Railroad Logging Systems and Communities in the Zuni Mountains

Figure 2

AUDIENCES AND SUGGESTED METHODS OF COMMUNICATION

Audience	Methods
Recreating Public	visitor centers; on-site interpretation; comic/coloring books; personal services; hands-on involvement; living history; symbols (patches, litter bags, collectibles, etc.); books; posters, videos, brochures; art, historic photos; messages on wilderness maps
Pothunters	collector-oriented and ghost town publications, etc.; posters; law enforcement groups (presentations, publications)
Local Government/ Communities	open houses; partnership projects; volunteer programs; exhibits; presentations to groups; personal contact
Educational/Youth Organizations	field trips; educational (teaching) materials; educator organizations; youth publications; skits
Forest Service (Mgt/Field)	Regional photo contest; cultural resources newsletter; field days, family meetings; symbols; management team meeting presentations
Native Americans	personal contact; involvement in interpretation planning and implementation; posters
Permittees	presentations to user group organizations; publications/ handouts with permit renewals; working inside organizations; use of contractual relationship to communicate
Media	good news releases; field trips; personal contacts; background papers; promotional activities
Other Agencies	symbols; newsletters; coordination groups and meetings; cooperation in interpretive training
Organized Groups	presentations; publications/handouts; working inside "Special Interest"
Professional Archeologists	publications; exhibits; bibliography of reports; presentations at professional meetings
All Audiences	radio and TV coverage; public service announcements; articles; feature stories

STRATEGY

OPPORTUNITIES FOR DISCOVERY: A FOREST SERVICE "STYLE"

An integrated, multi-tiered approach to cultural resources interpretation will be used in reaching the Region's goals. The emphasis will be on facilitating visitor access to and enjoyment of cultural resources by providing a variety of opportunities and experience levels. This will include opportunities for appreciation, education, entertainment, and participation.

This approach will guide development of a unique Forest Service "style" of cultural resources interpretation with three major components:

1. "Gateway to the Past" Visitor Stations. Formal interpretation will be concentrated in a number of "Gateway to the Past" visitor contact stations, with an interagency emphasis and scope. Here, the visitor can learn about the history and prehistory of a gateway region, find out about available interpreted sites and programs, and obtain more detailed information on the region and its cultural heritage. It is anticipated that "Gateway to the Past" visitor stations can be incorporated into a number of existing and planned facilities. A "Gateway" symbol and certain standardized features (e.g. gateway map, activities board, etc.) will let the visitor know immediately that this is the place to learn about the history and archeology of the area and to find out about other nearby opportunities to discover the past.

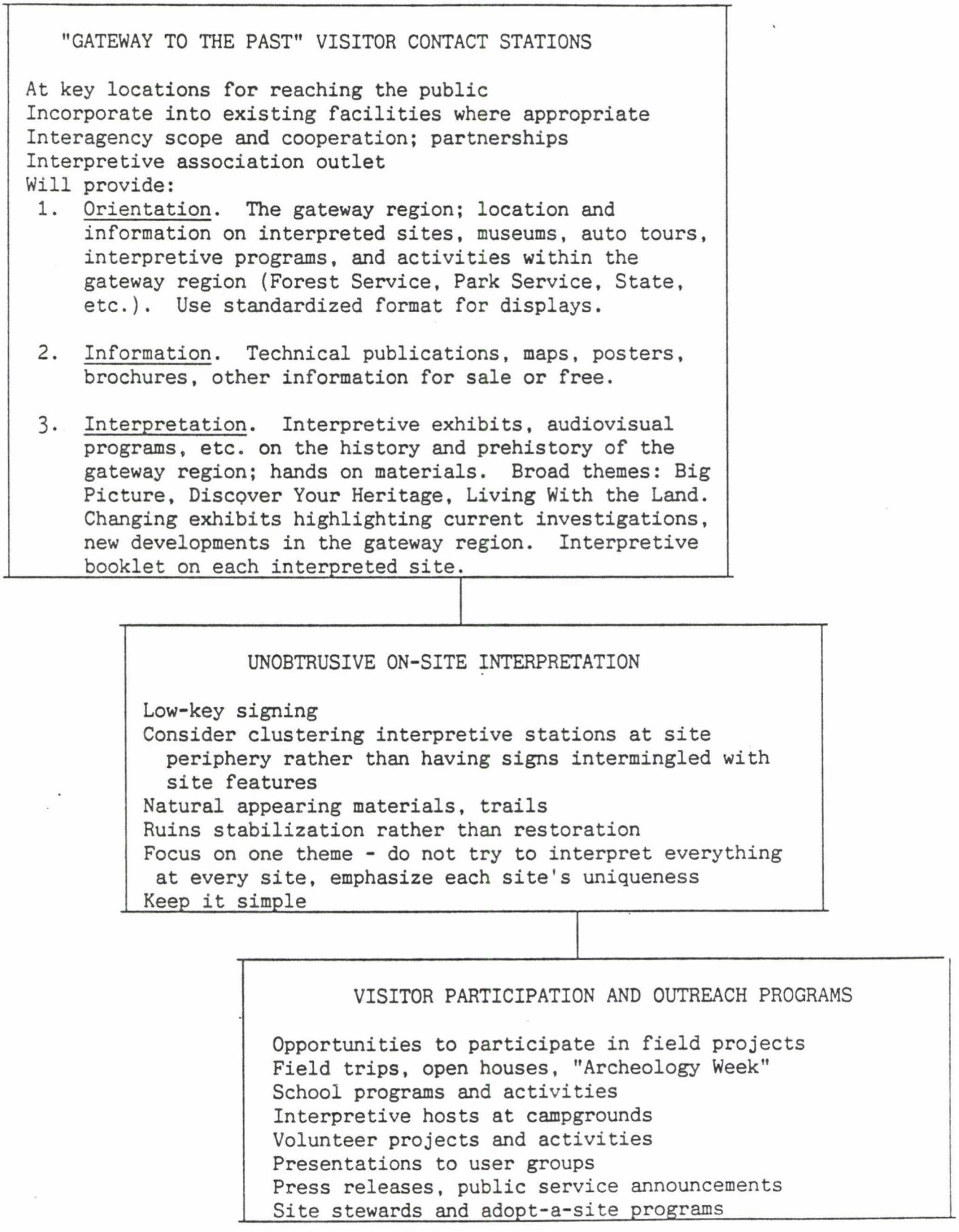
2. Unobtrusive On-Site Interpretation. For those who want to experience sites and ruins first hand, low-key interpretation of usually remote, often small sites will be developed in a way that minimizes intrusion upon the Forest visitor's sense of exploration and discovery. Visitors will experience the feeling that these remains are largely untouched and will be able to reflect upon the air of mystery that still surrounds them. In addition to cliff dwellings and pueblos, National Forests can offer visitors unique opportunities to visit types of sites not often interpreted in existing parks and monuments (Paleo-Indian, Archaic, early Sedentary periods, historic homesteads, railroad logging towns, mining camps, etc.). This will enable the visitor to develop a broader appreciation of the full time depth and richness of Southwestern prehistory and history.

3. Visitor Participation and Outreach Programs. An emphasis on public participation and outreach will expand opportunities for many diverse audiences to learn about the past. Tours, presentations, as well as opportunities to participate in field investigations, stabilization activities, and interpretive projects will provide enrichment for those who want to learn and contribute through more direct involvement.

This interpretive strategy is shown in Figure 3. Possible locations for "Gateway to the Past" visitor contact stations are shown in Figure 4.

Figure 3

STRATEGY FOR EXCELLENCE IN
CULTURAL RESOURCES INTERPRETATION


"GATEWAY TO THE PAST" VISITOR CONTACT STATIONS
At key locations for reaching the public
Incorporate into existing facilities where appropriate
Interagency scope and cooperation; partnerships
Interpretive association outlet
Will provide:
1. Orientation. The gateway region; location and information on interpreted sites, museums, auto tours, interpretive programs, and activities within the gateway region (Forest Service, Park Service, State, etc.). Use standardized format for displays.
2. Information. Technical publications, maps, posters, brochures, other information for sale or free.
3. Interpretation. Interpretive exhibits, audiovisual programs, etc. on the history and prehistory of the gateway region; hands on materials. Broad themes: Big Picture, Discover Your Heritage, Living With the Land. Changing exhibits highlighting current investigations, new developments in the gateway region. Interpretive booklet on each interpreted site.
UNOBTRUSIVE ON-SITE INTERPRETATION
Low-key signing
Consider clustering interpretive stations at site periphery rather than having signs intermingled with site features
Natural appearing materials, trails
Ruins stabilization rather than restoration
Focus on one theme - do not try to interpret everything at every site, emphasize each site's uniqueness
Keep it simple
VISITOR PARTICIPATION AND OUTREACH PROGRAMS
Opportunities to participate in field projects
Field trips, open houses, "Archeology Week"
School programs and activities
Interpretive hosts at campgrounds
Volunteer projects and activities
Presentations to user groups
Press releases, public service announcements
Site stewards and adopt-a-site programs

GUIDING PRINCIPLES IN IMPLEMENTATION

In planning and developing interpretive projects, the following guidelines will assure excellence and consistency throughout the Region:

1. Use Regional themes as broad concepts to unify and integrate interpretation of Forest cultural resources.

2. Utilize the Region's Integrated Resource Management (IRM) Project Implementation Process in developing site interpretation, brochures, exhibits, and other interpretive projects. Incorporate sound interpetive project planning principles (for example, see Appendix B).

3. Consult representatives of Native American groups and local communities as appropriate in developing interpretive plans and projects.

4. Emphasize partnership opportunities and interagency input and coordination in reaching cultural resources interpretation goals.

5. Stress excellence in every interpretive project, no matter how large or small.

ACTION!

In order to launch an expanded program of quality cultural resources interpretation, a three-year "Cultural Resources Interpretation Initiative" is proposed. The action plan for this initiative is shown in Figure 5.

The action plan is designed to produce a number of high quality cultural resource interpretive projects within the Region to serve as outstanding examples of "Serving people by opening the doors to the past". The initiative will include "Gateway to the Past" visitor stations, on-site interpretation, publications, exhibits, and public outreach programs. Implementation of the plan will require acquisition of professional expertise in interpretive planning and design as well as expanded in-Service training in interpretive concepts and possibilities. Interagency coordination and partnerships will play a significant role in the initiative. Ours is a Region of unparalleled richness and diversity in cultural resources. Fantastic opportunities await. It's time to begin!

Figure 5

ACTION!
CULTURAL RESOURCES INTERPRETATION INITIATIVE

FY 1988

1.	Cultural Resource Interpretive Exhibits at December Management Team Meeting	RO	12/87
2.	Finalize Interpretive Action Plan	RO	3/88
3.	Set theme for 1988 Regional Photo Contest: "Traces of the Past"	RO	4/88
4.	Adopt "Historic Preservation Week" as a public outreach celebration in New Mexico (similar to Arizona's "Archeology Week")	NM NFs	5/88
5.	Forests identify interpretive opportunities and priorities in CRM Planning Assessments	NFs	4/88
	Ammend Forest Plans as needed, and include cultural resource interpretive projects in Forest Plan 10-Year Implementation Schedules	NFs	10/88
6.	Select 12 projects from above Planning Assessments for accelerated development as pilot projects in FY 1989 and FY 1990	RO	10/88
7.	Identify and prioritize research needed in the area of cultural resource interpretation at the CRM Research Needs Symposium.	RO	5/88
8.	Produce cultural resource video or brochure for Region-wide in-Service and out-Service use	RO	10/88
9.	Produce cultural resource poster	RO	10/88

FY 1989 (Regional Priority Item: 150 M$)

1.	Conduct training session on cultural resources interpretive principles and techniques	RO	12/88
2.	Acquire services (contract, detail, IPA, etc.) of an interpretive project planner for 9 months to one year	RO	10/88
	Plan and design the twelve Forest interpretive pilot projects selected above	RO/NFs	10/89
	Plan and design three "Gateway to the Past" visitor stations	RO/NFs	10/89

Figure 5 (cont.)

FY 1989 (continued)

3.	Complete six of the above Forest pilot projects (RO provide funding)	NFs	10/89
4.	Complete one "Gateway to the Past" visitor station (RO provide funding, plus possible partnership and Challenge Grant opportunities)	RO/NF	10/89
5.	Develop two portable exhibits for Forest use	RO	10/89
6.	Broaden scope and effectiveness of Region's Interpretive Association	RO	10/89

FY 1990 (Regional Priority Item: 150 M$)

1.	Complete remaining six Forest pilot projects (RO provide funding)	NFs	10/90
2.	Complete plans for at least two additional "Gateway to the Past" visitor stations	RO/NFs	10/90
3.	Complete two "Gateway to the Past" visitor stations (RO provide funding, plus possible partnership and Challenge Grant opportunities)	RO/NFs	10/90

KAIBAB NATIONAL FOREST
PROPOSAL FOR CULTURAL RESOURCES INTERPRETATION PILOT PROJECT

PROJECT NAME:
BEALE ROAD INTERPRETATION

FOREST PRIORITY: 6
FUNDS NEEDED: FY89 $ 4,000
FY90 $ 5,000

DESCRIBE THE PROJECT: (space may be expanded as needed)
What will be interpreted?

The Beale Wagon Road, located and constructed between 1857-59. Built by the Army, it was one of the first Federally funded transportion routes in the West, and was a major transcontinental travelway in the 1860s and 1870s. Some 30 miles of the route crosses the Kaibab National Forest, parallel to and from 5 to 10 miles north of Interstate 40.

How will it be interpreted?

The first phase of the project, determining the Route's location and marking it permanently with brass cap monuments and rock cairns, is already completed. This proposal is for interpretive brochures to allow the public to follow the trail and learn more about it. Signs at trailheads will further enhance the trail's interpretive potential.

Regional theme represented: "THE BIG PICTURE"

Subtheme: "THE BEALE ROAD AND THE OPENING OF THE WEST"

Target Audience:
Tourists, Local citizens, hiking and equestrian clubs, local school groups

Objectives: Those who visit/read/experience this project will come away with:

1). An understanding of the road itself and the political, social, and geographical reasons for which it was constructed.
2). An appreciation for the cultural and natural history of the area.
3). A unique experience that combines history with recreation.

The "Story":
The story will focus on: 1). the history of the route (time period, construction, cultural and geographical context of construction, subsequent use); 2). Areas of interest along the way (intact segments of the original route, Law's Spring, Russell's Tank, etc.); and 3). Forest Service management practices (for example, explanations of logging, juniper pushes, and grazing, when appropriate).

IN FOREST PLAN? X YES ___NO IN PLANNING ASSESSMENT? X YES ___NO

IF SITE-SPECIFIC:
Describe access: There are several possible access points from Interstate 40 and from there on graded Forest Service roads to trailheads.

Handicapped accessible? X Yes* ___No Expected visitor days: unknown
*generally, only at trailheads, but can drive on some portions.

OTHER NEARBY INTERPRETIVE DEVELOPMENTS & PROGRAMS:

The Kaibab NF is currently developing a similar project for the Overland Road, located several miles south of the Beale Road (see separate form). Another proposed project involves Route 66 (see separate form), located between the Overland and Beale Roads.

HOW WILL THE PROJECT RELATE TO/COMPLEMENT THE ABOVE DEVELOPMENTS & PROGRAMS?

All of these projects illustrate the importance of the 35th Parallel as a transportation corridor from prehistoric times to the present.

WHAT MAKES THIS A HIGH PRIORITY INTERPRETIVE PROJECT ON THE FOREST?

The Forest has already invested a great amount of energy and time to this project, and it has good potential as an interpretive project. The Beale Road is well-known in the area and our customers have expressed interest in the project proceeding to this interpretive phase.

POSSIBLE SPIN-OFFS?

FUNDS REQUESTED: FY 89: $ 4,000 FY 1990: $ 5,000

To cover: (include cost breakdown if known)

FY 89: Interpretive brochures: $2,000 (for 10,000)
Administrative time (preparing brochures): $2,000
FY 90: Interpretive signs: $3,000
Administrative time (preparing signs): $2,000

COST-SHARE PROPOSAL? ___YES X NO

Partners: Type of Contribution

It may be possible to involve a hiking or equestrian club in the project in the future.

FS CONTRIBUTION: $
TOTAL PARTNER CONTRIBUTION: $
FIRM COMMITTMENT? ___YES ___NO

KAIBAB NATIONAL FOREST
PROPOSAL FOR CULTURAL RESOURCES INTERPRETATION PILOT PROJECT

PROJECT NAME:
OVERLAND ROAD INTERPRETATION

FOREST PRIORITY: 3
FUNDS NEEDED: FY89 $ 5,000
FY90 $ 4,000

DESCRIBE THE PROJECT: (space may be expanded as needed)

What will be interpreted?

The Overland Road, located and constructed by the US Army in 1863, led to Fort Whipple in the Prescott area from the Beale Wagon Road. It runs southeast across the Kaibab National Forest from Garland Prairie to MC Canyon, a distance of about 26 miles. This road saw heavy use in the mid-1860s, but except for local sections, was abandoned by the early 1870s. Some logging railroads and Forest Service roads later followed the route. It was one of the first transportation routes in the area, and opened it to settlement.

How will it be interpreted?

The first phase of the project, determining its location and marking it permanently with brass cap monuments and rock cairns, is already completed. This proposal is for interpretive brochures to allow the public to follow the trail and learn more about it. Signs at trailheads will further enhance the trail's interpretive potential.

Regional theme represented: "THE BIG PICTURE"

Subtheme: "THE OVERLAND ROAD: EXPEDITION INTO TIERRA INCOGNITA"

Target Audience:

Tourists, local citizens, hiking and equestrian clubs, local school groups

Objectives: Those who visit/read/experience this project will come away with:

1). An understanding of the road itself and the political, social, and geographical reasons for which it was constructed.
2). An appreciation for the cultural and natural history of the area.
3). A unique experience that combines history with recreation.

The "Story":

The story will focus on: 1). the history of the route (time period, construction, cultural and geographical context of construction, subsequent use); 2). Areas of interest along the way (intact segments of the original route, Dow's Spring, Big Spring, Bear Spring, etc.); and 3). Forest Service management practices (for example, explanations of logging, juniper pushes, grazing, when appropriate).

IN FOREST PLAN? X YES ___NO IN PLANNING ASSESSMENT? X YES ___NO

IF SITE-SPECIFIC:

Describe access: There are several possible access points from Interstate 40 and from there on graded Forest Service roads to trailheads.

Handicapped accessible? X Yes* ___No Expected visitor days: unknown

*generally, only at trailheads, but can drive on some portions.

OTHER NEARBY INTERPRETIVE DEVELOPMENTS & PROGRAMS:

The Kaibab NF is currently developing a similar project for the Beale Road, located several miles north of the Overland Road (see separate form). Another proposed project involves Route 66 (see separate form), located between the Overland and Beale Roads.

HOW WILL THE PROJECT RELATE TO/COMPLEMENT THE ABOVE DEVELOPMENTS & PROGRAMS?

All of these projects illustrate the importance of the 35th Parallel as a transportation corridor from prehistoric times to the present.

WHAT MAKES THIS A HIGH PRIORITY INTERPRETIVE PROJECT ON THE FOREST?

The Forest has already invested a great amount of energy and time in this project, and it has very good interpretive potential. The Overland Road is well-known in the area and our customers have expressed interest in the project proceeding to this interpretive phase.

POSSIBLE SPIN-OFFS?

FUNDS REQUESTED: FY 89: $ 5,000 FY 1990: $ 4,000

To cover: (include cost breakdown if known)

Interpretive brochures: $2,000 (10,000)
Administrative time (preparing brochures): $2,000
Interpretive signs: $3,000
Administrative time (preparing signs): $2,000

COST-SHARE PROPOSAL? ___YES _X_NO

Partners: Type of Contribution

It may be possible to involve a hiking or equestrian club in the project in the future.

FS CONTRIBUTION: $
TOTAL PARTNER CONTRIBUTION: $
FIRM COMMITTMENT? ___YES ___NO

KAIBAB NATIONAL FOREST
PROPOSAL FOR CULTURAL RESOURCES INTERPRETATION PILOT PROJECT

PROJECT NAME:
ROUTE 66 AUTO TOUR

FOREST PRIORITY: 1a
FUNDS NEEDED: FY89 $ 2,500
FY90 $ 2,500

DESCRIBE THE PROJECT: (space may be expanded as needed)
What will be interpreted?

Segments of Historic Route 66 located on Kaibab National Forest lands between the cities of Williams and Flagstaff. The route is just north of Interstate 40, with several access points. About 15 miles of the old highway would be inthe tour, including an 11.5 mile section that is currently being nominated to the National Register of Historic Places.

How will it be interpreted?

The project will consist of a brochure with a map showing the route's location, scenic and/or historic interest points along the way, and information about the historic highway. It may also be possible to sign the route with a distinctive marker.

Regional theme represented: "THE BIG PICTURE"

Subtheme: "GET YOUR KICKS ON ROUTE 66"

Target Audience:
Tourists traveling on Interstate 40, local citizens, school groups.

Objectives: Those who visit/read/experience this project will come away with:

1). A nostalgic appreciation for Route 66.
2). An understanding of the major role Route 66 played in the evolution of transportation and tourism in America.
3). An appreciation for the local area, including the Kaibab National Forest, by taking the time to exit the Interstate and experience the area.

The "Story":
The story will focus on: 1). the route itself (time period, construction, engineering features); 2). the impact of the route on national transportation and tourism; and 3). associated properties, such as the Oak Hill Snow Play area and Garland Prairie Vista, which are both Forest Service sites. This will provide an opportunity to introduce the Kaibab National Forest to our customers, and share our concern for historic preservation with them.

IN FOREST PLAN? ___YES _X_NO IN PLANNING ASSESSMENT? _X_YES ___NO

IF SITE-SPECIFIC:
Describe access:

Access will be by automobile or bicycle from Interstate 40.

Handicapped accessible? _X_Yes ___No Expected visitor days: unknown-year-round use

OTHER NEARBY INTERPRETIVE DEVELOPMENTS & PROGRAMS:

The State of Arizona has designated some 90 miles of State Route 66 between Seligman and Kingman as a State Historic Road, but it has not been interpreted.

The Kaibab NF is also proposing two mountain bike/hiking trails on abandoned sections of Route 66, west of Williams.

HOW WILL THE PROJECT RELATE TO/COMPLEMENT THE ABOVE DEVELOPMENTS & PROGRAMS?
There has been a tremendous increase in interest about Route 66 in the past few years, and historic designations are one result of that interest. Publicity about the State Historic Road designation has attracted many visitors who wish to see historic Route 66. Although the segments on the Kaibab National Forest are under County jurisdiction and therefore ineligible for state designation, the Kaibab National Forest has nominated segments to the National Register of Historic Places, a more prestigious designation. Visitors would enjoy seeing additional sections of Route 66, and this is one way to publicize it. This project would complement the bike/hike routes as another way for visitors, especially handicapped visitors, to see a portion of America's "Mother Road".

WHAT MAKES THIS A HIGH PRIORITY INTERPRETIVE PROJECT ON THE FOREST?
This project allows the Kaibab National Forest to share the information learned while preparing the National Register nomination with our customers, and help publicize our involvement in historic preservation at a relatively inexpensive cost. It is easily accessible and located near large population centers and a major east-west Interstate highway. It does not require yearly upkeep and maintenance costs, and is a highly "do-able" project.

POSSIBLE SPIN-OFFS?
This project could generate interest for the private sector to develop a museum for Route 66. It will probably have a positive effect on local economies by bringing in additional tourist dollars. It may be possible to have the AZ Department of Transportation print Route 66 markers for the road, but this is not essential to the success of the project.

FUNDS REQUESTED: FY 89: $ 2,500 FY 1990: $ 2,500

To cover: (include cost breakdown if known)

FY 89 Printing brochures $1,000 (for 10,000)
Administrative cost (preparing the brochure) $1,500

FY 90 Interpretive signs $1,500
Preparing the signs $1,000

COST-SHARE PROPOSAL? X YES ___NO

Partners:	Type of Contribution
AZ Dept of Trans	Printing distinctive "66" markers

FS CONTRIBUTION: $
TOTAL PARTNER CONTRIBUTION: $
FIRM COMMITTMENT? ___YES X NO

KAIBAB NATIONAL FOREST
PROPOSAL FOR CULTURAL RESOURCES INTERPRETATION PILOT PROJECT

PROJECT NAME:
ROUTE 66 MOUNTAIN BICYCLE TOUR

FOREST PRIORITY: 1b
FUNDS NEEDED: FY89 $ 2,500
FY90 $ 3,000

DESCRIBE THE PROJECT: (space may be expanded as needed)
What will be interpreted?

Abandoned segments of Historic Route 66 located on Kaibab National Forest lands west of the city of Williams. There will be two tours: a 4-mile loop in the Ponderosa pine forest at 7,000 feet, and a 6 mile loop in the pinyon-juniper woodland at 6,000 feet (the latter is being nominated to the National Register of Historic Places). Both are easily accessible from Interstate 40. Each loop incorporates both a 1922 and a 1932 alignment of the route.

How will it be interpreted?

The project will consist of a brochure with a map showing each route's location, interest points, and information about the historic highway. Interpretive signs will also be utilized at trailheads.

Regional theme represented: "THE BIG PICTURE"

Subtheme: "PUT YOUR KICKSTAND ON ROUTE 66"

Target Audience:
Tourists traveling on Interstate 40, local citizens and bicycle clubs.

Objectives: Those who visit/read/experience this project will come away with:

1). A nostalgic appreciation for Route 66.
2). An understanding of the major role Route 66 played in the evolution of transportation in America.
3). An appreciation for the local area, including the natural history of the Kaibab NF.

The "Story":
The story will focus on: 1). the route itself (good opportunity to compare and contrast the differences in construction between the 1922 and 1932 alignments, and how those differences relate to engineering capability and the rise of automobile transportation in the US); 2). the impact of the route on national transportation and tourism; and 3). associated properties, such as historic camp sites.

IN FOREST PLAN? ___YES _X_NO IN PLANNING ASSESSMENT? _X_YES ___NO

IF SITE-SPECIFIC:
Describe access:
Easy access to both trails from Interstate 40 on paved or graded roads.

Handicapped accessible? _X_Yes* ___No Expected visitor days: unknown
* Trailhead only: portions of the routes are visible from car.

OTHER NEARBY INTERPRETIVE DEVELOPMENTS & PROGRAMS:

The State of Arizona has designated some 90 miles of State Route 66 between Seligman and Kingman as a State Historic Road, but it has not been interpreted.

The Kaibab NF is also proposing an automobile tour on another section of Route 66 to the east.

HOW WILL THE PROJECT RELATE TO/COMPLEMENT THE ABOVE DEVELOPMENTS & PROGRAMS?

This project would be an innovative way to promote Historic Route 66, which has seen a tremendous increase in interest recently, a trend which is expected to continue. Hikers and bicyclists will enjoy an experience which will literally put them in touch with the old road.

WHAT MAKES THIS A HIGH PRIORITY INTERPRETIVE PROJECT ON THE FOREST?

This project will allow the Kaibab NF to share the information learned while preparing the National Register nomination with our customers, and help publicize our involvement in historic preservation at a relatively inexpensive cost. Furthermore, it will increase the variety of interpretive experiences offered by the Forest; it currently has no signed mountain bicycle trails. The routes are easily accessible, located near large population centers, and a major east-west highway. It will not require yearly costs.

POSSIBLE SPIN-OFFS?

This project could encourage bicycle clubs to develop similar trails on the Forest.

FUNDS REQUESTED: FY 89: $2,500 FY 1990: $3,000

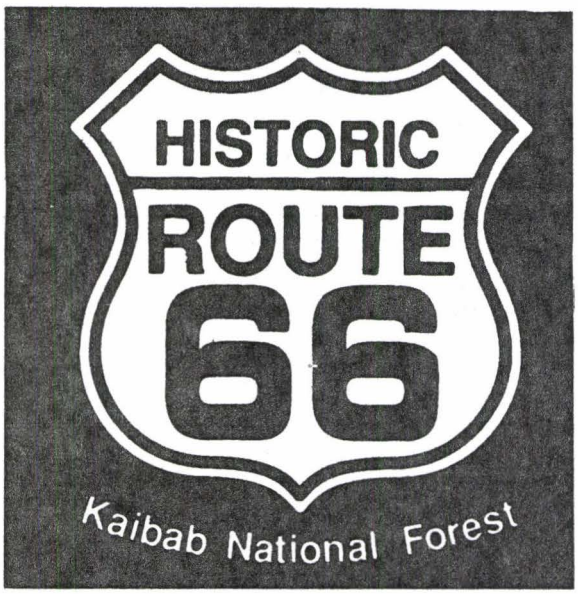
To cover: (include cost breakdown if known)

Printing brochures: 1,000 (10,000 brochures) (FY 90)
Administrative cost (preparing brochure): 1,500 (FY 90)
Interpretive signs: 2,000 (FY 89)
Preparing the signs: 1,000 (FY 89)

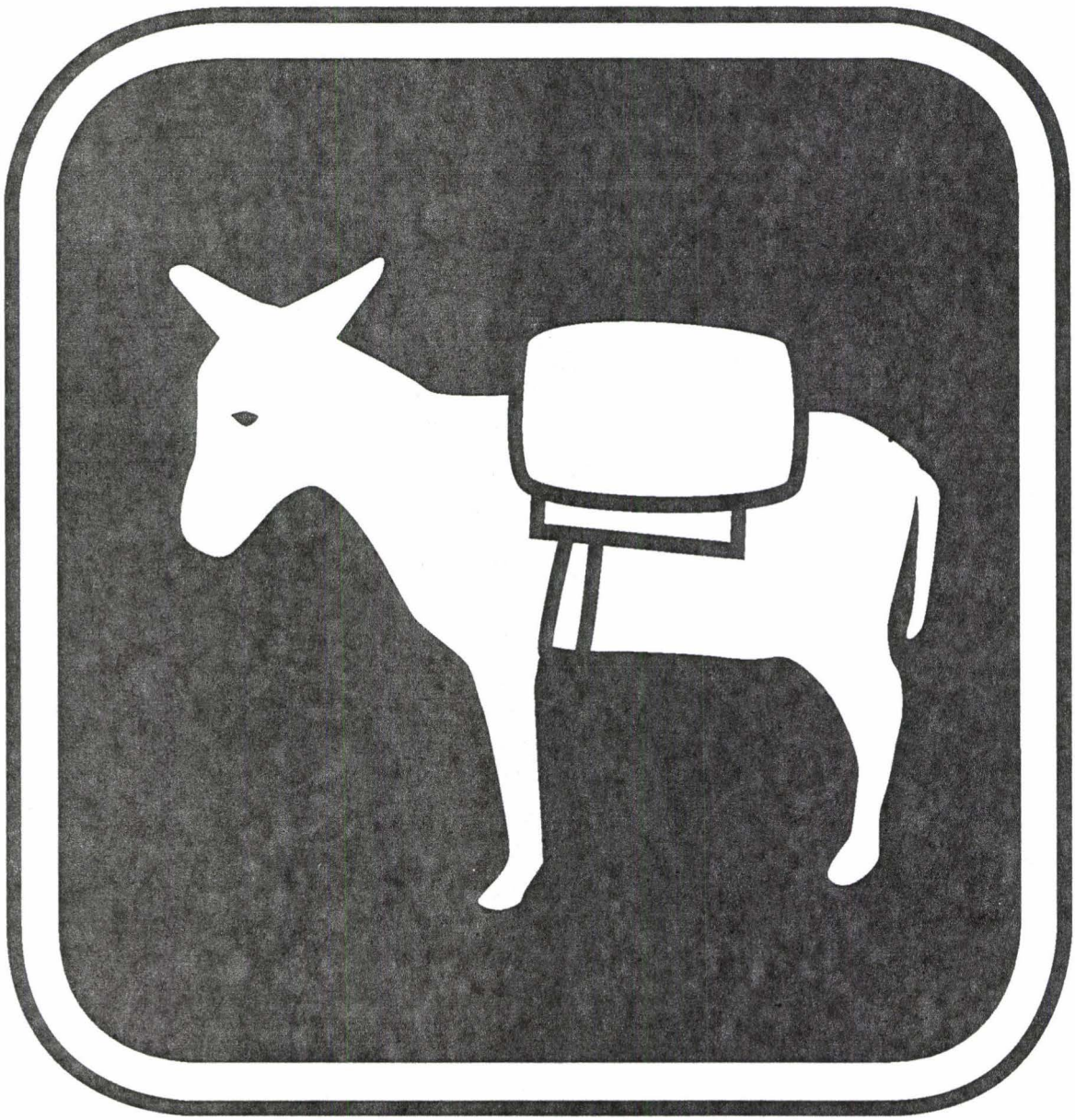
COST-SHARE PROPOSAL? X YES ___NO

Partners:	Type of Contribution
bicycle club	labor to stabilize trails, trailhead construction.

FS CONTRIBUTION: $
TOTAL PARTNER CONTRIBUTION: labor (district ranger, on a fire, has more partner information)
FIRM COMMITTMENT? ___YES X NO



US Route 66 Mountain Bike Trail Logo, for use on Carsonite Posts

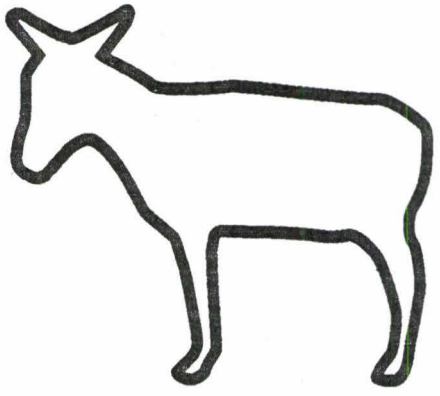


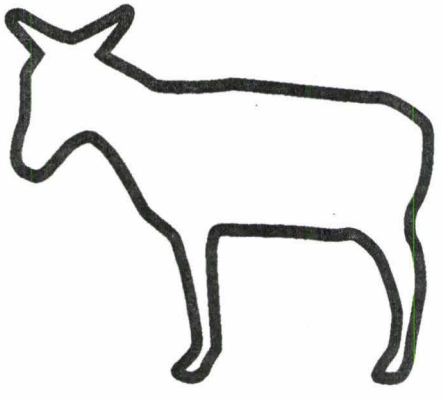
Overland Trail Logo (Pack Burro)

Beale Trail Logo (Camel)

Donkey Brand

to fit in a 3inch square with 3/8 inch border

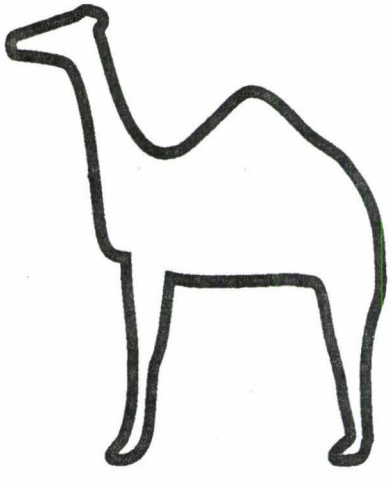


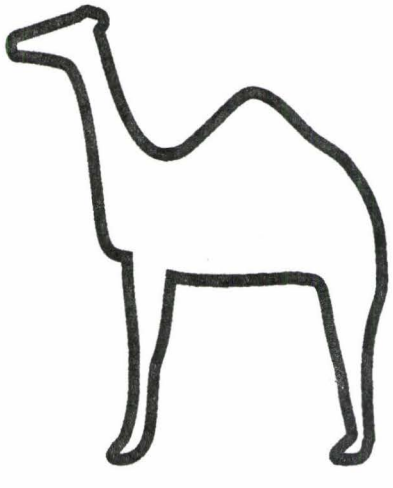


Stylized logo for brands--Overland Trail wood post trail markers

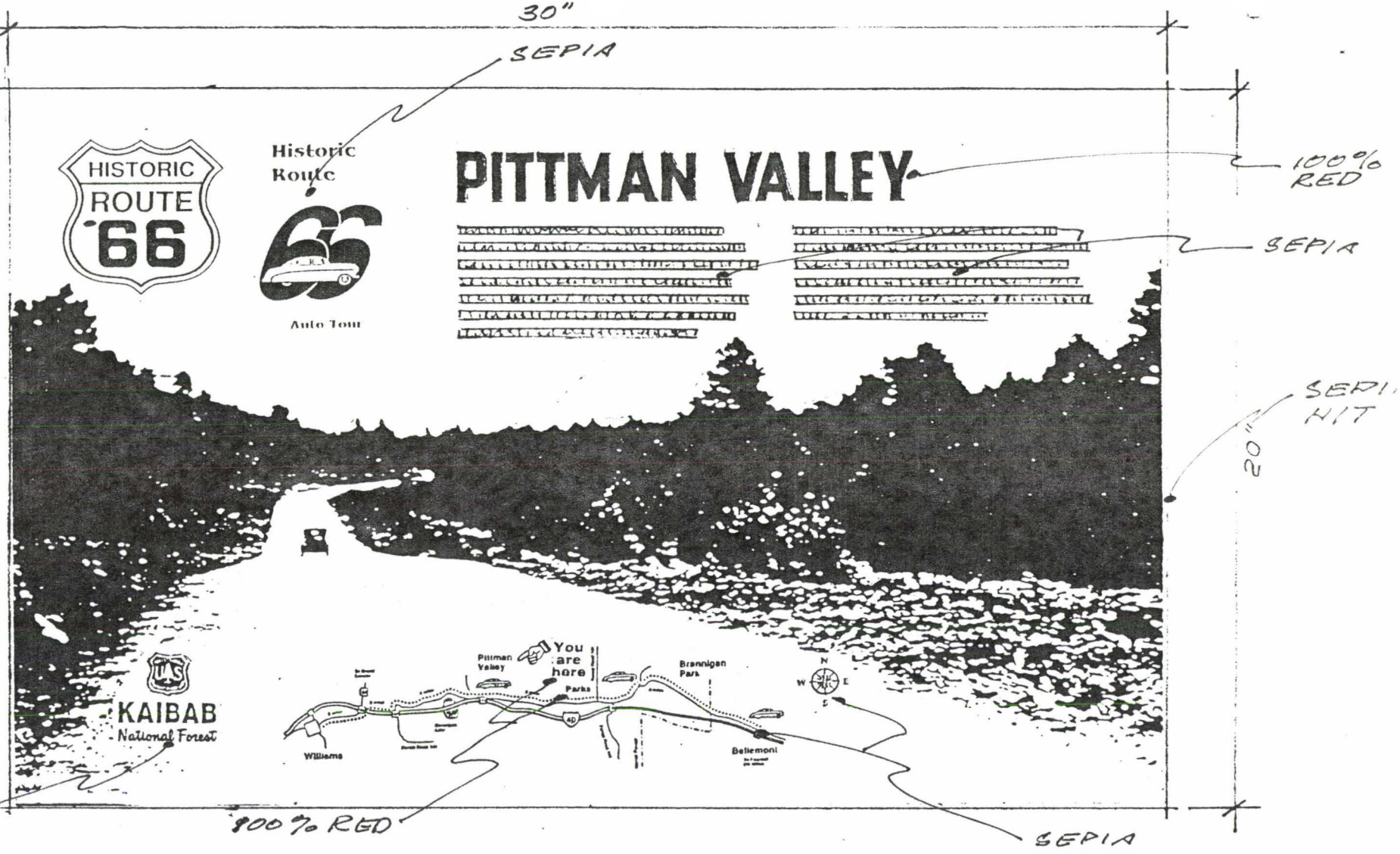
Camel Brand

to fit in a 3inch square with 3/8 inch border





Stylized logo for brands-- Beale Trail wood post trail markers



WINSOR PORCELAIN ENAMEL DISPLAYS, INC.
OLYMPIA, WASHINGTON 98501 / TEL. (206) 786-8200 / FAX (206) 786-6631

	OK AS IS	REVISE AS NOTED
DESIGN	[ ]	[ ]
TITLE	[ ]	[ ]
TEXT	[ ]	[ ]
DIMENSIONS	[ ]	[ ]
COLORS	[ ]	[ ]
OTHER	[ ]	[ ]

PROJECT: HISTORIC ROUTE 66

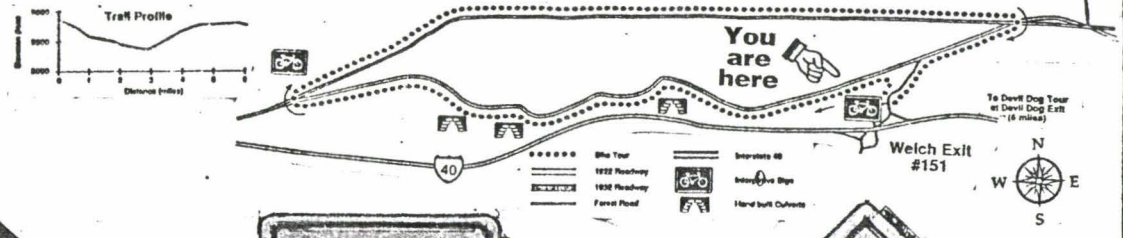
PANEL NO. 1 OF 2 SCALE: 3" = 1'-0"

CLIENT APPROVAL _____ DATE _____

- COVER COAT : STD. BEIGE
- RTE. 66 SIGN, TITLE, DOTTED TOUR RTE, YOU ARE HERE : 100% RED
- PHOTO : STD. SEPIA HALF-TONE
- ALL OTHER : STD. SEPIA
- TITLE : HELVETICA CONDENSED BLACK
- TEXT : HELVETICA BOLD

Sample

KAIBAB
National Forest



GetYour Bikes on Route 66!

ASHFORK HILL LOOP

[illegible] (Scale: 3/16" = 1')

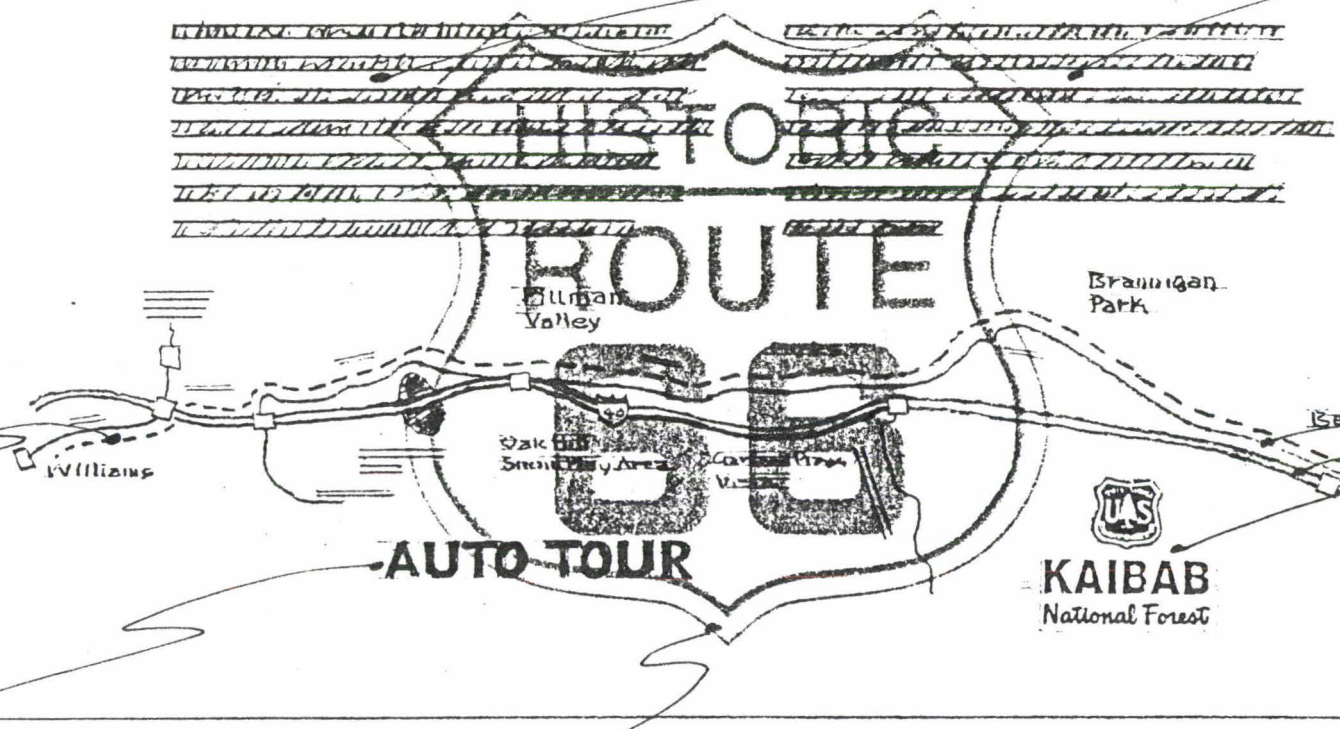
sample

30"

20"

100% RED

A Roll Back in Time



SEPIA

100% RED

SEPIA

SEPIA

30% RED

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	OK AS IS	REVISE AS NOTED
DESIGN	☐	☐
TITLE	☐	☐
TEXT	☐	☐
DIMENSIONS	☐	☐
COLORS	☐	☐
OTHER	☐	☐

PROJECT HISTORIC ROUTE 66

PANEL NO. 1 OF 1 SCALE: 3" = 1'-0"

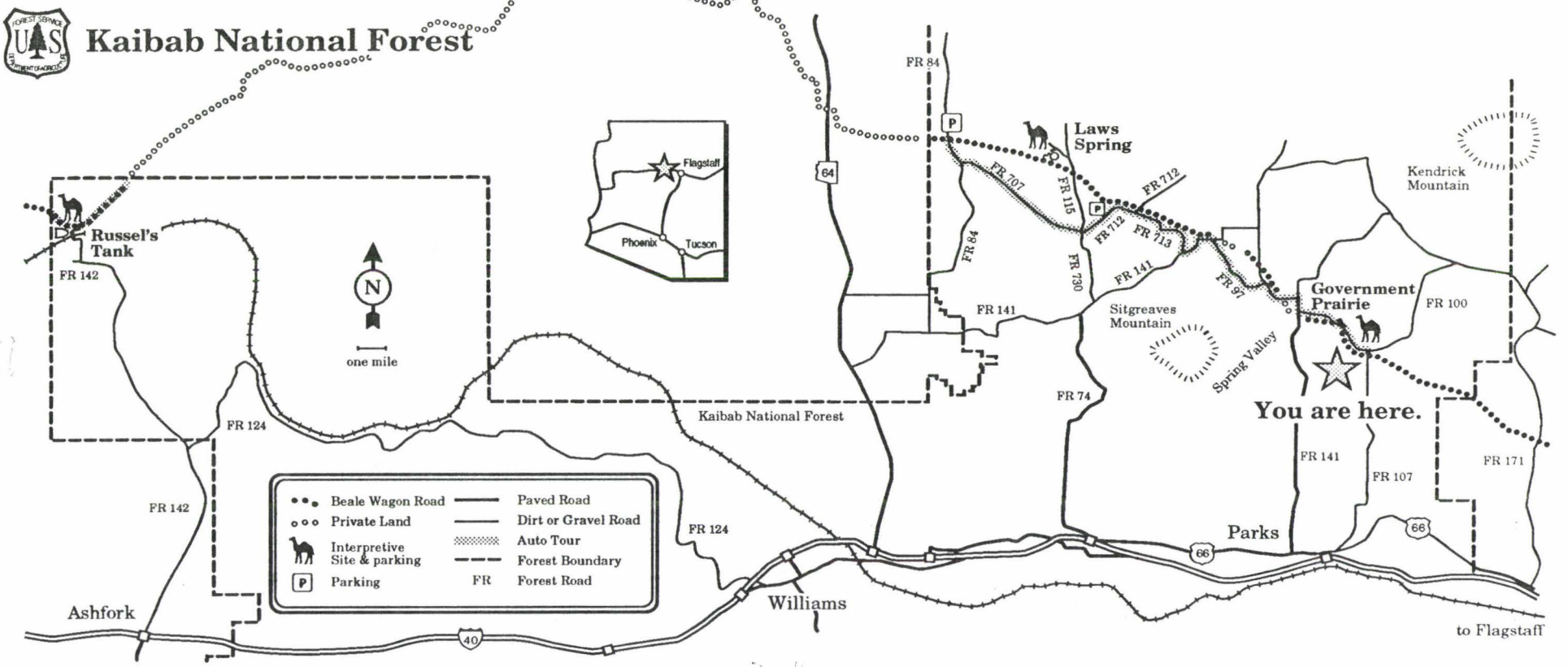
CLIENT APPROVAL _____ DATE _____

- COVER COAT: STD. BEIGE
- RTE. 66 BK GROUND SIGN: RED IN 30% SCREEN
- DOTTED MAP LINE: 100% RED
- ALL OTHER: STD. SEPIA
- TEXT: FUTURA HEAVY
- TITLE: FUTURA EXTRA BOLD OBLIQUE

Sample

Beale Wagon Road Historic Trail

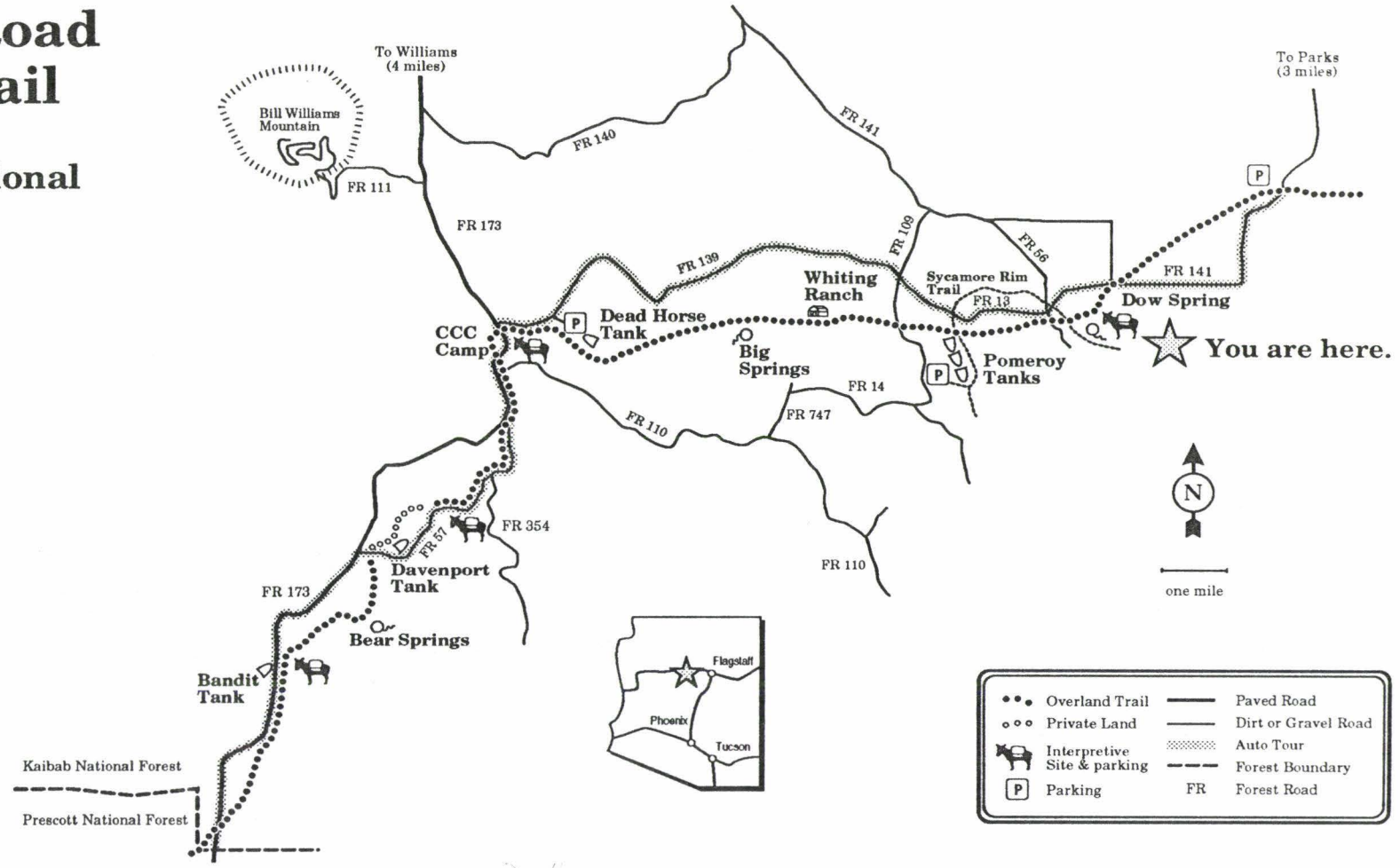
Kaibab National Forest



Sample interpretive sign sketch for the Beale Wagon Road

Overland Road Historic Trail

Kaibab National Forest



Sample interpretive sign sketch for the Overland Road

40th Anniversary Issue

HISTORIC PRESERVATION

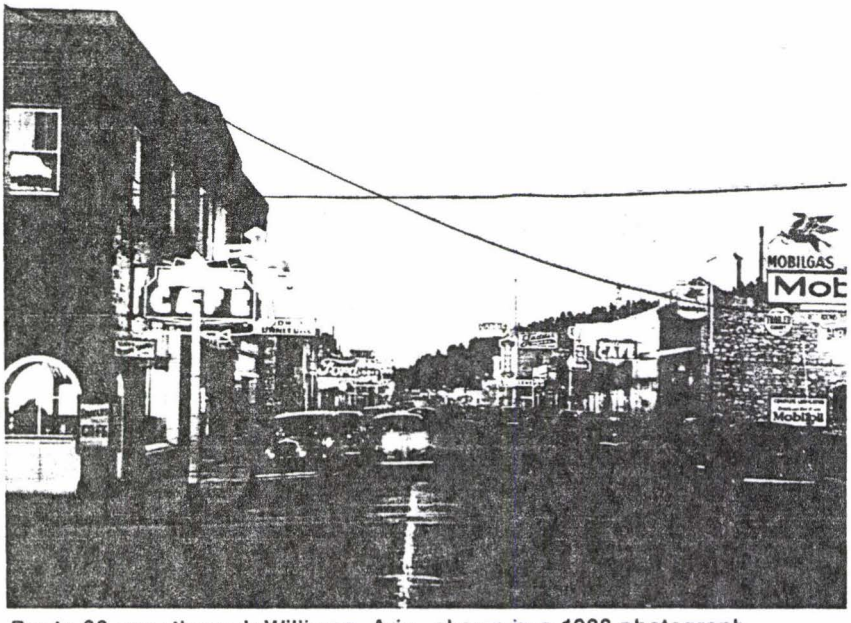
SEPTEMBER/OCTOBER 1989 $2.50

Recognition for 'America's Main Street'

Route 66 linked Chicago to Los Angeles—and ran straight into the heart of American culture in novels like *The Grapes of Wrath*, songs like Bobby Troup's "(Get Your Kicks on) Route 66" and the hit 1960s television show. Now it's made its way into the National Register.

Seven designated sections, which pass through the Kaibab National Forest in Arizona, represent Route 66 in various states of development. Three segments that were abandoned when the roadway was realigned appear essentially as archeological sites; three others are backcountry roads; and the seventh runs through the center of Williams, Ariz., recalling the highway's nickname as the Main Street of America. Says archeologist Teri Cleeland, "Perhaps more than any other highway in America, Route 66 symbolized the adventure and romance of the open road, heading west toward new horizons."

—*Jane Brown Gillette*



U.S. Dept. of Agriculture/Kaibab National Forest

Route 66 runs through Williams, Ariz., shown in a 1938 photograph.

P. 11, Historic Preservation magazine, Sept./Oct. 1989

NEWS JOURNAL
SCA

Published by the Society
for Commercial Archeology

Route 66 in Arizona Accepted by National Register of Historic Places.

U.S. Route 66 recently passed another milestone on the road to immortality when seven Arizona segments of the historic highway were entered onto the National Register of Historic Places. The National Register is the Nation's official list of properties worthy of preservation and recognition. National Register historian Bruce Noble of Washington, D.C., who reviewed the nomination, noted, "This is the first National Register listing for any portion of Route 66 in the country."

Teri Cleeland, an archaeologist for Arizona's Kaibab National Forest, who prepared the nomination, said the highway is significant because of its role in the development of the West. "But more than that, Route 66 is an inseparable part of American popular culture in a bygone era. Perhaps more than any other highway in America, Route 66 symbolizes the adventure and romance of the open road, heading west toward new horizons."

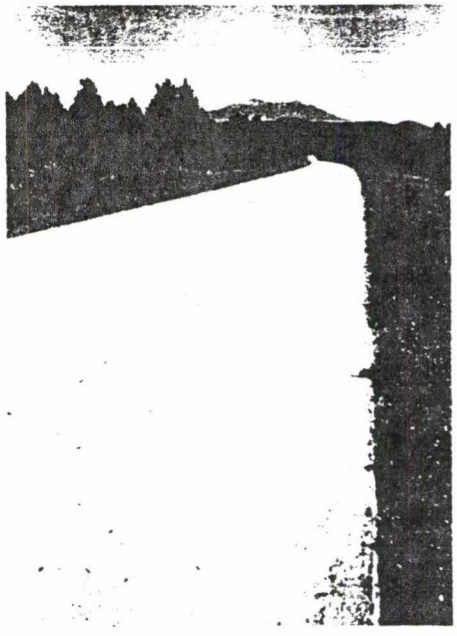
The Kaibab National Forest, headquartered in Williams, Arizona , is eager to preserve Route 66, and also plans to interpret it for the public. According to Lands Staff Officer Dennis Lund, "We are designing an automobile tour for a fifteen-mile stretch still open to traffic, and are also developing two mountain bike loop tours for abandoned sections of Route 66." The seven segments of Route 66 now listed on the National Register represent the highway during several decades of improvement and realignment. They include three sections that are now abandoned and essentially appear as archaeological sites. Three other segments are now back-country roads. A stretch through Williams represents Route 66 as the "Main Street of America," when it passed through countless small towns.

Historic designation through Williams is especially fitting because it was the last "Route 66" town in America to be bypassed. "When they opened Interstate 40 in 1984, we invited Bobby Troup to sing his song, 'Get Your Kicks on Route 66' as a fond farewell to the old highway," said Mayor James Hoffman.

US Route 66 was officially decertified as a Federal highway in June 1985, but impressions of it remain on the landscape to remind us of the early days of automobile transportation in America, and an exciting era of national discovery.

A bill (S.963) has been introduced in the U.S. Senate "to authorize a study on methods to commemorate the nationally significant highway known as Route 66." The bill was introduced by

Route 66—*continued on page 10*



San Francisco peaks from the Garland Preserve along Route 66 in ~~New Mexico~~ Arizona.

Fall 1989
Volume ~~9~~, Number 2

Highlights in this issue:

San Jose McDonald's Saved, *page 3*

Lincoln Highway in National Register, *page 4*

Book Reviews, *page 6*

The Diner Hotline, *page 16*

Route 66 Resource Directory, *page 18*

Newsbriefs

A New Motoring Museum

The Garden City, Long Island. Chamber of Commerce recently announced plans to move one of the twelve original tollhouses from the Vanderbilt Motor Parkway—the first modern parkway in the United States, which opened in 1911—and convert it to a museum commemorating this important development in the history of American motoring. The Vanderbilt Motor Parkway, a landscaped, two-lane, 48-mile toll road from Queens to Lake Ronkonkoma developed by William K. Vanderbilt, was equipped with overpasses, banked turns, and guard rails, which enabled drivers to avoid local dirt roads. By 1938, the Southern State Parkway, which was free, drew away the drivers, and the Vanderbilt Parkway was absorbed by the Suffolk County road system. The tollhouses were designed by John Russell Pope, architect of the Jefferson Memorial and the National Gallery of Art. For further information, contact the Garden City Chamber of Commerce.

Desperately Seeking Signs...

The Towe Ford Museum in Sacramento, California—which exhibits "the world's most complete collection of antique Ford cars and desires to put these cars into a historical context by placing them within exhibits that contain the artifacts of various decades in which they were manufactured and used by the traveling public."—is interested in acquiring roadside signs and other artifacts for use in their exhibits. They are looking for automotive signs of all kinds, not only Ford signs and petroleum company signs. For further information, contact: Ernest Harley, Museum Director,

- continued from page 1

Route 66 Study Bill Before Congress

Senator Domenici of New Mexico (with Senators DeConcini of Arizona, Bingaman of New Mexico, Bond of Missouri, Boren of Oklahoma, Cranston of California, Dixon of Illinois, and Simon of Illinois) and referred to the Committee on Energy and Natural Resources. This legislation would direct the Secretary of the Interior, through the National Park Service, to undertake a comprehensive study of the United States Route 66. "Such a study shall include an evaluation of the significance of Route 66, options for preservation and use of remaining segments of Route 66, and options for preservation of features associated with the highway. Private sector initiatives are to be fully evaluated. The study shall include the participation by representatives from each of the States traversed by Route 66 and representatives of associates interested in the preservation of Route 66 and its features."

Hearings on the bill were held on June 21, 1989, in Washington, with two weeks remaining for the receipt of written comment. SCA submitted testimony in support of the bill. Subsequent action will be necessary to provide funding for the study. It is likely that the National Park Service Southwest Regional Office will be the manager of the project. No specific scope of work for the study has yet been prepared.

The Route 66 study represents a major public acknowledgement of commercial archeology as an area worth study, and this bill signals a widespread popular acceptance of the material.

Route 66: Finding the Lost Highway

The popular interest in Route 66 suffers from one major drawback: there is no single source map that locates the route for the contemporary traveler. Historic maps are of great interest and give the general location of the historic route, but do not provide critical information about the exact location of extant pieces of the highway. Bob Waldmire contends that more than ninety percent of the alignment is still intact and drivable for the tourist who can find it. Locating the historic route is further complicated by the fact the the route was changed a number of times, particularly through the major towns.

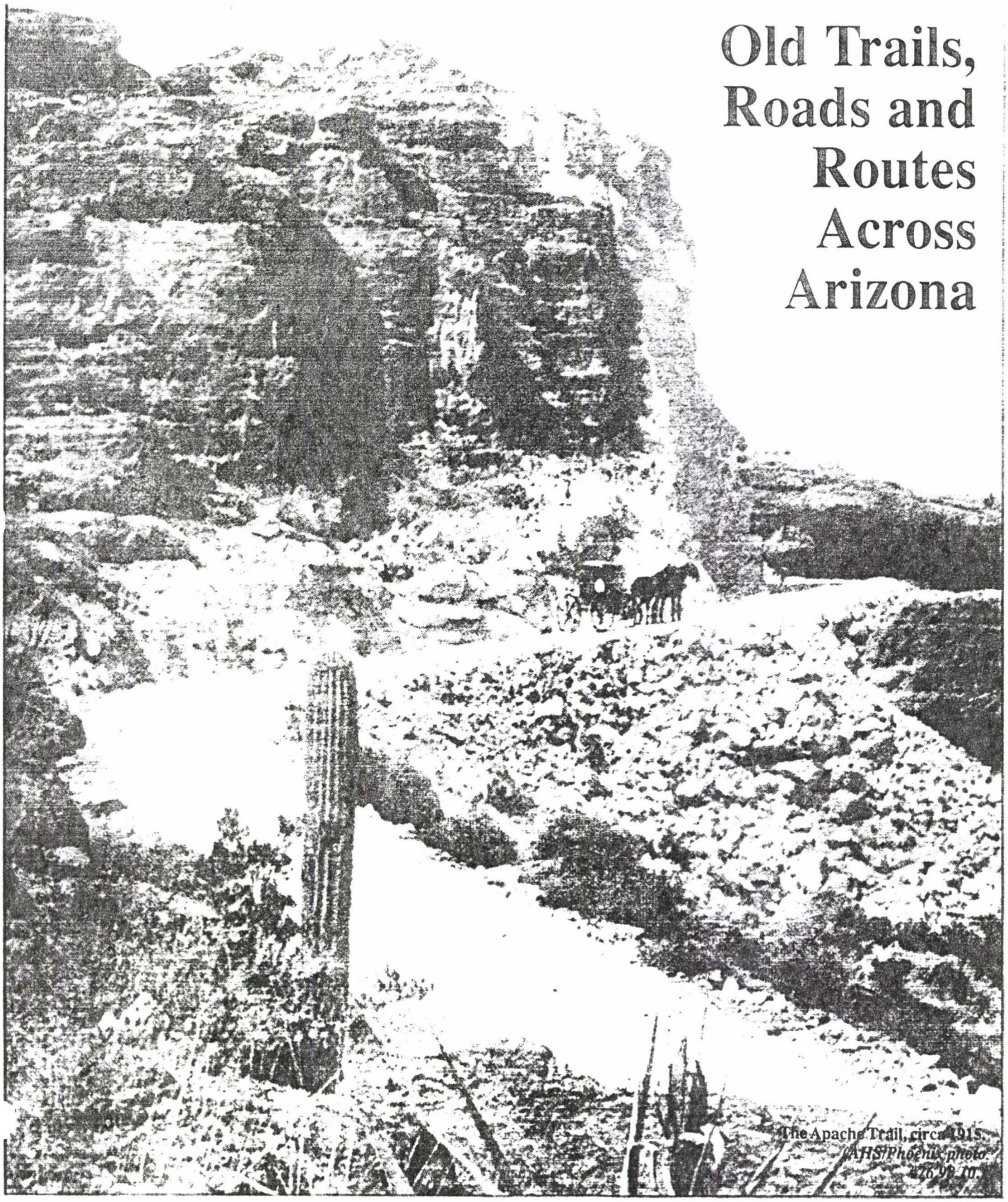
The contemporary tourist seeking to discover the lost route will be greatly assisted in the near future by a number of different tour guides. Artist Bob Waldmire is nearing completion on his very detailed maps of Route 66. A number of other researchers are working on map versions of the contemporary and historic route, including Tom Snyder of California, Dana Swann of Illinois and James Powell of Missouri. By next summer there should be a number of different versions of discovery guides to lost Route 66.

Mike Jackson

Mike Jackson is Immediate Past President of the Society for Commercial Archeology.

Arizona History
MAGAZINE
Volume 7, Number 5 September/October 1990

Old Trails, Roads and Routes Across Arizona



The Apache Trail, circa 1915. *[AHS/Phoenix photo #26.98.10]*

Traveling a forgotten trail

Until recently, the Overland Road has remained a forgotten but historically important north-central Arizona trail. At the time it was most used, this road extended approximately 85 miles from Flagstaff (called "Antelope Spring" before 1876) to Prescott and served as the major route between these two communities from 1863 to 1882.

For centuries central Arizona resisted investigation by outsiders. Between 1539 and 1606 several Spanish explorations made *entradas* into this area, but increasing Indian harassment and the region's rugged landforms became too discouraging. So the Spaniards avoided the area, calling it *Tierra Incógnita* or Unknown Land.

Throughout the first part of the 19th century this region's canyons, mountains, deserts and rough volcanic rock—called *malpais*—and the area's remoteness, scorching sun and rumors of bloodthirsty Indians prevented settlement by Anglos. With no usefully navigable oceans, lakes or rivers, other than the Colorado River, and no trails suitable for wagon transportation, the region inhibited travel and occupation.

Following the Treaty of Guadalupe Hidalgo with Mexico in 1848, the United States government quickly developed plans to exploit its newly acquired region. Beginning in 1851, the U.S. Army explored the 35th parallel across northern Arizona looking for the most practical travel routes from the Mississippi River to the Pacific Ocean. However, the Civil War postponed American pursuit of this interest.

In the spring of 1863, a prospecting party coming from the south, led by the celebrated explorer and mountain man Joseph Walker, found gold in the headwaters of the Hassayampa River, deep in unexplored central Arizona, about five miles south of where Prescott is today. At the time, Arizona was still governed by the New Mexico Territory. Walker sent word of the discovery to James Carleton, commanding general, New Mexico Department, U.S. Army.

Excited by Walker's news, Carleton immediately dispatched Capt. Nathaniel J. Pishon with a command of 25 men to the gold diggings. Along with this group went John Clark, surveyor general of New Mexico Territory. Robert Groom, an experienced prospector who said he knew a way to the mines from the north—as opposed to the Hassayampa River route from the south—guided the party.

From New Mexico, the expedition followed Whipple's Road to the San Francisco Mountains—near where Flagstaff is today—and from there headed into the Unknown Land using the route that would become known as the Overland Road. In order to skirt the rugged and formidable canyons eroded into the escarpment of the Mogollon Rim—particularly the vast, steep and deep Sycamore Canyon—the Overland Road ran west from Flagstaff (el. 7,000 ft.) to Lockwood Springs (el. 7,200), a distance of about 35 miles. At this point, the trail turned southward and descended the face of the rim until it reached Del Rio Springs (el. 4,500). From here it continued over a flat plain, gradually ascending, to Prescott (el. 5,000), 50 miles south of Lockwood Spring. From Flagstaff to Del Rio Springs the road crossed large fields of rough volcanic *malpais*.

With little apparent difficulty, the group reached the gold fields. Pishon and Clark returned to New Mexico and told Carleton that great wealth lay in the mines.

A short while later, Carleton sent a large supply caravan and two companies of men guided by Pishon to establish an army post near the mines. Pishon chose a site 30 miles north of the diggings, at Del Rio Springs, and named it Fort Whipple.

Early in 1863, President Abraham Lincoln had signed the law making Arizona a territory separate from New Mexico. The following September, officials selected to administer the new territorial government started westward from Cincinnati. On December 8 they left Albuquerque for Arizona with troops under the command of Lt. Col. J. Francisco Chaves. Using the Whipple Road and the Overland Road, the gubernatorial party reached Fort Whipple on January 22, 1864.

The army used the road extensively between 1863 and 1868, primarily to transport men and supplies from as far away as Fort Wingate and Santa Fe. Settlers in the region and, for a brief time, private stagecoach enterprises made use of it.

In May 1864, the army moved Fort Whipple 25 miles southward to be closer to the mines. At the same time, civilians chose an adjacent townsite and named it Prescott. Most people, including Capt. Pishon and Gen. Carleton, felt there must be a shorter and easier way than the Overland Road to get supplies to the area.

Fort Mohave, about 150 miles west of Fort Whipple on the Colorado River, was supplied by paddlewheel steamboats. Workers quickly built a road between the two posts. Shortly afterward, a road to Prescott from La Paz, also on the Colorado River but more than 130 miles downstream from Fort Mohave, became popular.

However, as late as 1871, military reports showed that the army considered the Overland Road to be the major route out of Prescott to the north. The 1873 report of the famous Wheeler expedition indicated the trail as a primary transportation feature of the region. In April 1881, the Prescott *Miner* indicated that freighters still carried the mail from Prescott via the Overland Road to Brigham City, where Winslow is today.

The U.S. surveyor general's maps of the 1870s and '80s used the name "Overland Road" to designate the route.

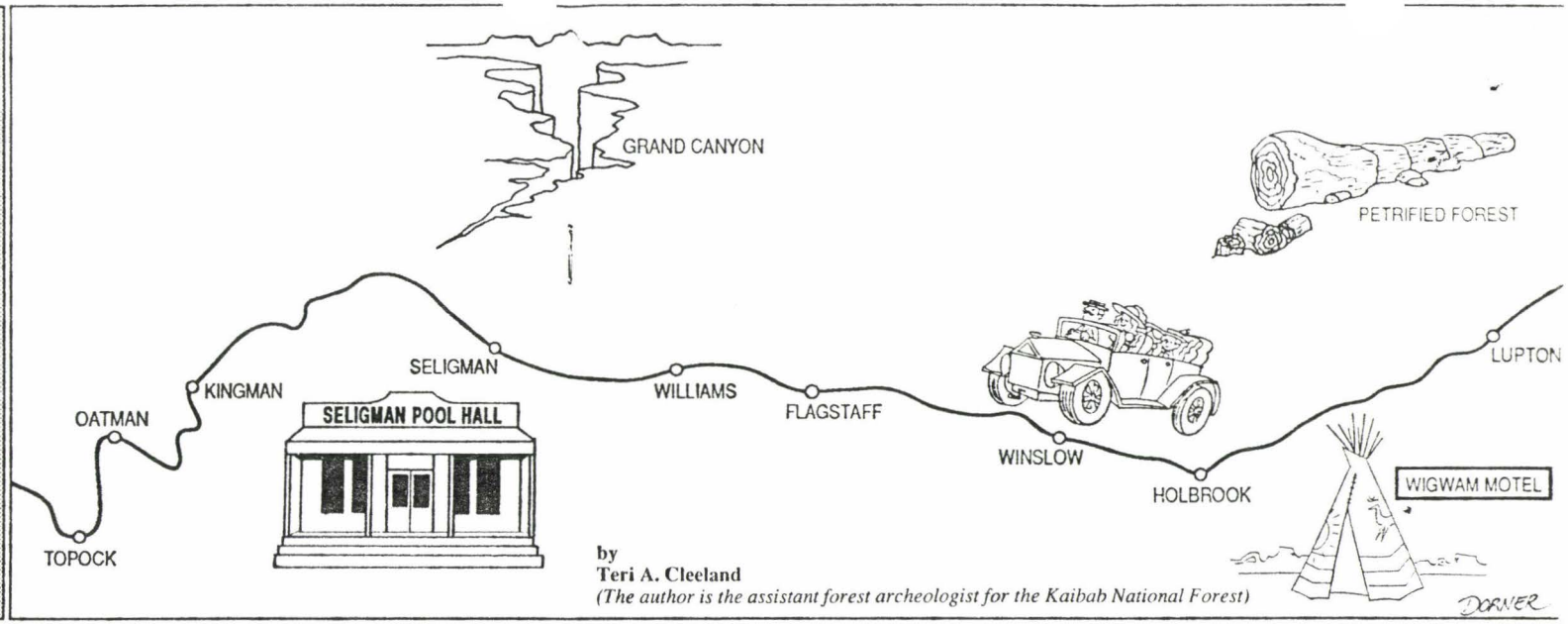
After workers completed the Atlantic and Pacific Railroad across northern Arizona in 1883, use of the Overland Road was discontinued, and it was rapidly forgotten.

There is cause to believe that prior to the road's Anglo use, the area's indigenous people used the trail. An important Hopi Indian shrine lies close to the road. Certain segments of the Overland Road today make up part of the region's primary and secondary roads. Much of the original road site between Lockwood Spring and Hell Canyon is still used today. Kaibab Forest Service Roads 354 and 57, which provide access to Bear Spring, lie almost exactly on the old road, while FS 173 (the Williams-Perkinsville Road) follows the Overland Road in several places.

In 1988, the Kaibab National Forest identified, located and marked the historic Overland Road as a hiking trail to enhance the visitor and recreational use of the Kaibab National Forest.

— James W. Byrkit
Northern Arizona University

REVISITING ROUTE US 66



by
Teri A. Cleeland
(The author is the assistant forest archeologist for the Kaibab National Forest)

Frank Lloyd Wright once described Route 66 as "a giant chute down which everything loose in this country is sliding into Southern California." In a sense, that was true. Route 66 was a funnel of westward migration, with roots deep in the past.

It began centuries ago, with aboriginal trails that linked trade partners from the Great Plains to coastal California. After the United States won the Southwest from Mexico in 1848, exploratory parties followed the Indian paths searching for routes west. One explorer, Navy Lieutenant Edward Fitzgerald Beale, built a road along the 35th Parallel between Fort Smith, Arkansas and the Colorado River in 1859. Some say that the Beale Wagon Road was the first federally funded interstate road in the Southwest.

In 1883, the transcontinental Atlantic and Pacific Railroad followed the path of the Beale Wagon Road, opening the Southwest to settlement. Towns soon grew up along the railroad, and roads linked the towns' main streets. Route 66 emerged from this patchwork of roads.

When Arizona became a state in 1912, funding for road construction increased to keep pace with the rapid rise in automobile traffic. The Arizona Good Roads Association published a tour book in 1913 to publicize the state's roads. It proclaimed that Arizona had "...the best natural roads in the Union" but conceded that "...some difficulties are encountered in the remote sections." These difficult sections included the future path of Route 66.

It would be years before travelers in the northern part of the state saw any improvement. The roads were so muddy in winter that many shipped their cars by rail between Ash Fork and Winslow. State government could not provide the kind of roads demanded by a public increasingly fascinated with the automobile. Highways remained dusty or muddy tracks until the early 1920s, when the road that would become Route 66 was finally built. Although a great improvement, it was still a narrow, twisting, unpaved road with steep grades.

Boosters named this route the National Old Trails Highway, because it linked together segments of old trails. Known at various times as the Postal Highway, the Grand Canyon Route, the Main Street of America and the Will Rogers Highway, its most enduring nickname proved to be Route 66, derived from its 1926 Federal numerical designation. The alliterative double digit "66" gave the highway a special look and sound that would become part of American folklore.

U.S. Highway 66 wound for 2,448 miles through eight states between Chicago and the Pacific Ocean at Santa Monica. The new interstate highway system invited an explosive increase in automobile travel during the 1920s, overwhelming it with traffic. This was particularly true of Route 66, which for the most part remained unpaved.

In the early 1930s, Route 66 was rebuilt as part of President Roosevelt's sweeping unemployment relief programs. In 1938, it became the first completely paved cross-country highway in the United States, which was one reason for its popularity. Another was a matter of geography.

As Route 66 was completed to the modern engineering standards of the day, events began along its path that would cement the road into the folklore of America. A series of dust storms that swept through the Great Plains began one of the greatest migrations in our country's history. It went west from the Dust Bowl to California, primarily along Route 66. One Flagstaff businessman remembered the refugees: "They came by the thousands, the poor devils—with washtubs on top and stuff tied on the sides of their cars." But Route 66 also had a more lighthearted image, one of hope and optimism. Many traveled toward California not to escape despair, but to seize opportunity in the growing West.

As the economy improved in the late 1930s, Americans began to take vacations by automobile, and the scenic wonders in Arizona along Route 66 made it a destination in itself. Tourists came to see the stark desert, Petrified Forest, Grand Canyon, cool mountains and trappings of the Old West. "Cowboy and Indian" movies were the rage, and entrepreneurs tried to lasso tourists with stereotypical images. Although teepees and war bonnets are not authentic to Arizona, they became the banner of Route 66, found in curio shops and on neon signs and billboards. Even motels were shaped like wigwams. "You had to have a gimmick to get people," said one Route 66 huckster. Shop owners vied for the traveling trade with roadside attractions such as snake pits, live buffaloes and Indian dancers. Restaurants, curio shops, campgrounds, gas stations and motor courts sported flashing neon signs, bright colors and sometimes unusual shapes—anything to compel the traveler to stop and spend money.

Towns along the highway expanded to capture the tourist trade. Before the automobile age, they were centralized around a plaza or crossroad. Mobility redefined American's sense of space, and brought strip development along motel rows.

World War II nearly ended tourism along Route 66, but the road brought military convoys to the state. After the war, many soldiers would return, opening floodgates to tourism, growth and development. Post-war prosperity brought an unprecedented increase in travel along Route 66. Towns once again buzzed with activity, and cash registers rang the chime of good times. But the fame and fortune had a downside, overcrowding on the road.

Route 66 was celebrated in song, in books and on television, but it became too well-loved. Despite improvements and realignments built in the 1940s and 1950s, traffic overwhelmed the highway. Its replacement, today's familiar interstate highway system, was begun in 1956. In Arizona, it took more than a decade and over $375 million before much of Interstate 40 was open to traffic.

The last stretch of Route 66 in Williams was bypassed in 1984. But Route 66 refuses to fade away. Historic Route 66 Associations thrive in each of the eight states through which it passed. Several books and scores of magazine articles have appeared in recent years honoring the highway. Legislation proposing a nationwide study of ways to preserve and promote Route 66 is being considered by Congress. Last year, seven sections of Route 66 on the Kaibab National Forest were listed on the National Register of Historic Places.

The Forest Service is now developing an automobile tour and two mountain bicycle loop tours for public enjoyment of the historic highway. You can still get your kicks on Route 66!

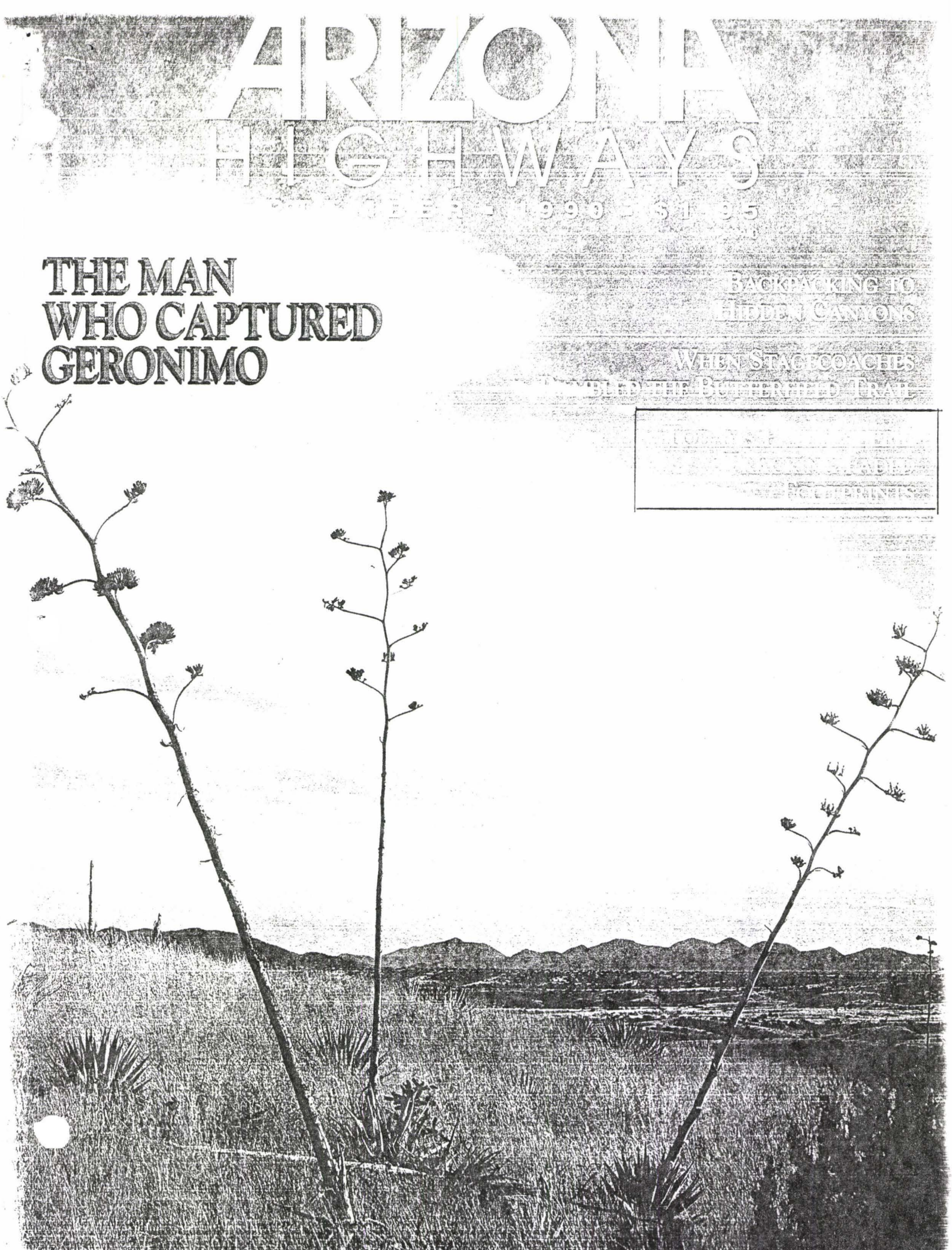
ARIZONA HIGHWAYS

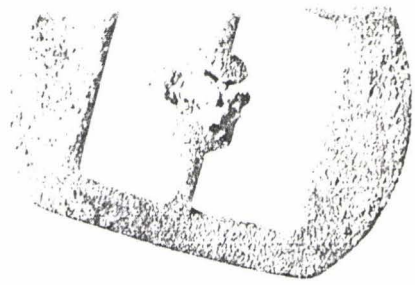
OCTOBER 1990 - $1.95

THE MAN WHO CAPTURED GERONIMO

BACKPACKING TO HIDDEN CANYONS

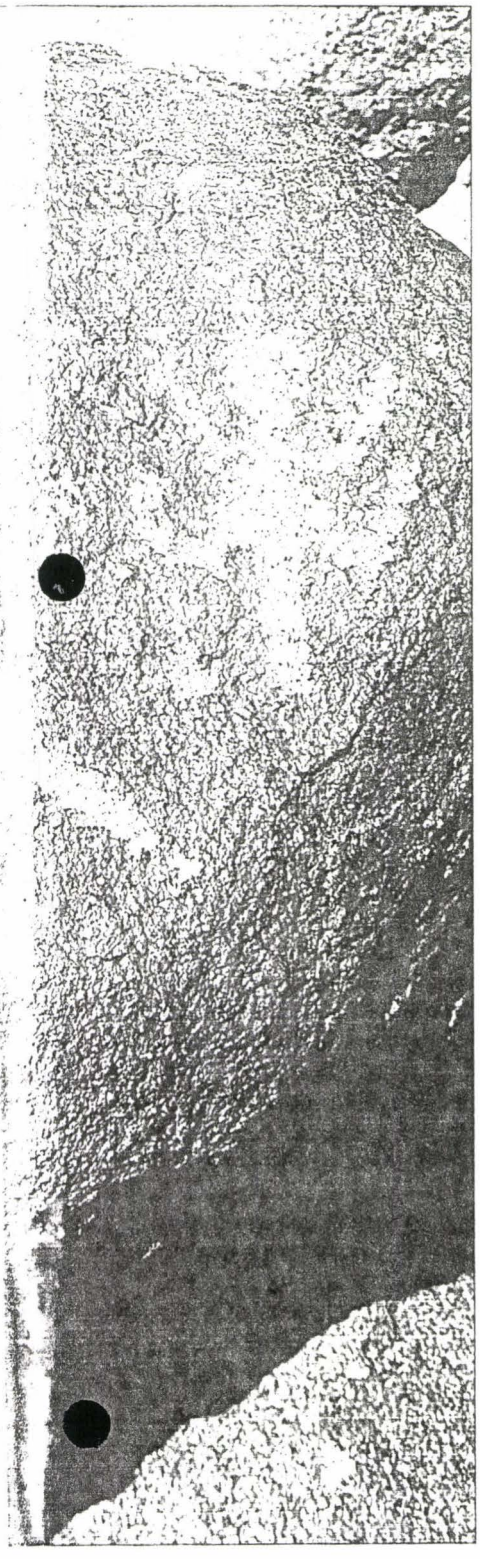
WHEN STAGECOACHES TRAVELED BUMPY, DUSTY TRAILS

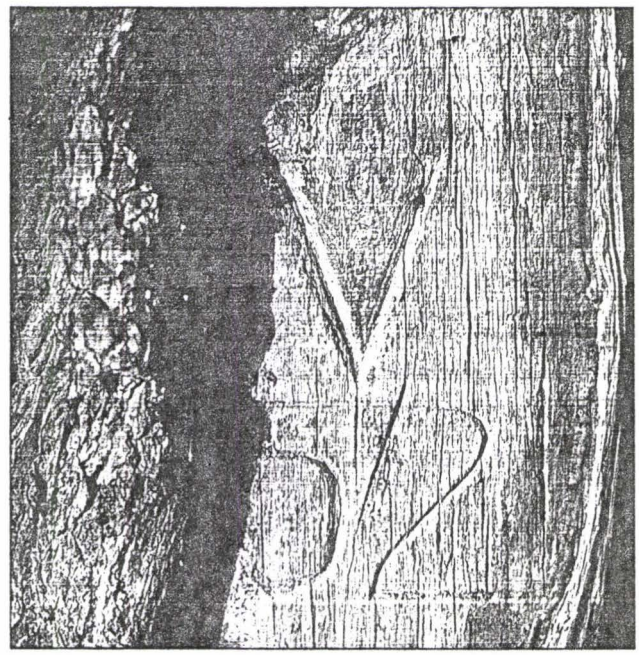




Hunters of Lost Trails

Text by Susan Hazen-Hammond
Photographs by Eduardo Fuss





A raven flies overhead, making a faint whooshing sound, and a subtle breeze drifts through the filigreed fingers of the juniper trees near the boundary between the Kaibab and Prescott national forests. Otherwise all is silent: no cars, no airplanes, no voices. A gray lizard scurries, soundless, across a weathered piece of wood.

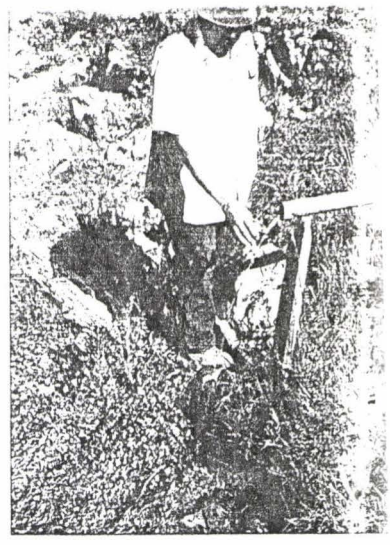
The pathfinder observes the familiar activity. He has been here many times before and knows the terrain as few men do. Yet there is something that eludes him. He is in search of an early-day freight trail, and a small section of it defies discovery.

Jim Byrkit, the pathfinder, takes a drink from his canteen, wipes the perspiration from his forehead, and considers his options. He knows that in the 1860s somewhere near here, probably within a few hundred yards, wagons bounced over the rocks in the ruts of a road, carrying passengers, freight, and supplies between Flagstaff and the Prescott-area settlements. And, he suspects, for centuries before that Indians used virtually the same route among the prickly pear, yucca, and piñon as they headed south toward Granite Dells.

So far, Byrkit, a 58-year-old professor of interdisciplinary studies at Northern Arizona University, has plotted 30 miles of what he labels the Overland Road through the Kaibab National Forest, marking it with line-of-sight cairns. But a one-mile stretch still stumps him.

"The old maps don't agree on this section here," he explains, scanning the rocky ground for a clue, such as a rusting 19th-century mule shoe, a faint depression in the landscape, a line of lichen-covered stones, a telltale scatter of centuries-old obsidian chips, or something unusual in the lay of the land. "This is rough terrain. I've walked up and down all the gullies and ridges across here, and it's clear to me there's no logical place at all for the road to go. But I know it passed through here

The artifacts shown throughout this story (TOP OF PAGE) *were found by Eldon Bowman at various locations in Arizona and used as clues to determine exact routes of historic trails.* (ABOVE) *One of the original mile markers on the General Crook Trail found by Bowman as he retraced the route.* (OPPOSITE PAGE) *Petroglyphs at Painted Rock State Park. The Gila Trail passed nearby, and the spot was a major stopping point on earlier Indian trails.*



(RIGHT) *Trailfinder Jim Byrkit pauses for a drink at Doe Spring on the old road between Flagstaff and Prescott.* (BELOW) *Montezuma Castle, ruins of an Indian settlement, was probably built in the 1100s. Byrkit believes the Palatkwapi Trail ran near here.*

somewhere, and I'd sure like to find it."

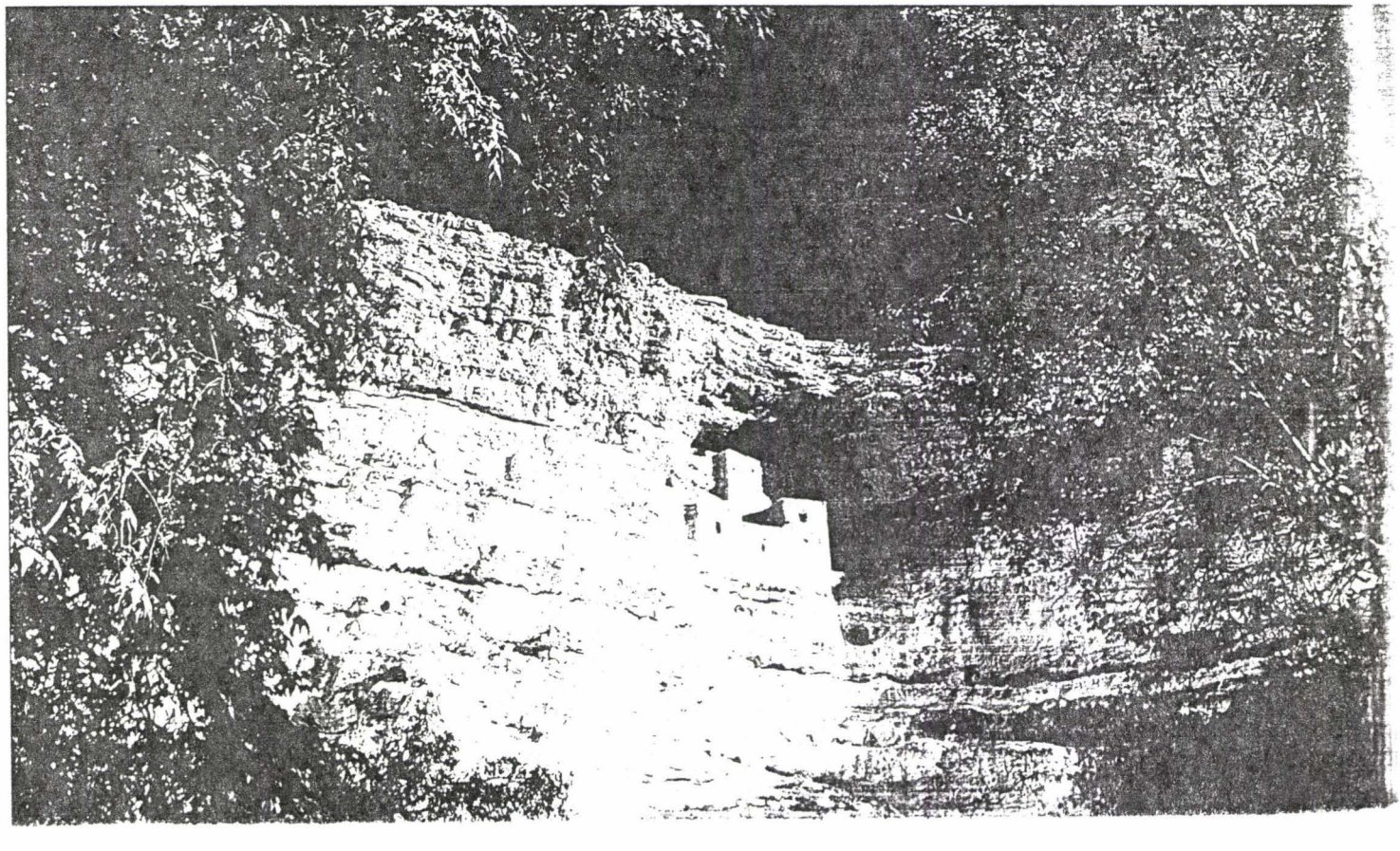
Besides Byrkit, more than two dozen pathfinders (or trailchasers, as they are sometimes called) in Arizona are linking the present with the past by finding the roads and trails used by travelers in the 19th century and earlier. It's a little like playing detective and solving a complex mystery, many of them say.

Like good detectives, experienced pathfinders use a wide range of skills. They must know how to read old maps and match them to what they find in the field. They must search for and analyze old diaries, timeworn reports, and other ancient documents. They must weigh the fragmentary — sometimes untrustworthy — information from the past against the physical landmarks of today. They must distinguish a 120-year-old tree blaze from an equally old natural scar, or a 1,000-year-old prayer circle from its rabbit wallow look-alike. They must differentiate rocks thrown from a roadbed by hand from rocks pushed aside by machine. And like even the best detectives, they must persevere knowing that some mysteries will never be solved.

Presumably the first paths in Arizona, eons ago, were animal trails. But by the year 6000 B.C., and probably long before that, nomadic Indians were moving up and down the Colorado River and across what is now Arizona. Sometimes they followed established animal trails. Sometimes they created their own. Through the years, they developed paths to natural salt outcrops, to shell-gathering areas on the seacoasts, to sacred sites, to hunting grounds, and to trade centers. And, as the centuries passed, those who adopted a less migratory life-style forged trails between villages.

Today, pathfinders throughout Arizona are studying this complex ancient trail system and the roles the routes played in the lives of those long-ago Arizonans. Tom Johnson, a Yuma district archeologist for the Bureau of Land Management, has combined archeology, ethnology, geology, and folklore in locating the prehistoric Indian trails of the Colorado River.

As we stand on a pebble-littered natural terrace above the river near Yuma, Johnson explains, "This area is a classic in terms of seeing a remnant of an ancient



Bonnie Johnson inspects petroglyphs on the California side of the Colorado River, where visual evidence of an ancient Indian trail system remains relatively clear.

(BELOW) At Tuzigoot National Monument, Sinagua ruins, dating between A.D. 1125 and 1400, overlook the Verde River. A network of prehistoric trails connected such communities.

trail system. Look at the path here," he says, pointing to a deeply worn trail through the brittle gneiss. "This has seen intense use for 5,000 years, at least."

To illustrate dating techniques, Johnson finds a stone chipped into the shape of an ancient scraper. "See how dark the desert varnish has grown over the area where this rock was chipped? It takes about 5,000 years for the patinization process to turn it this color."

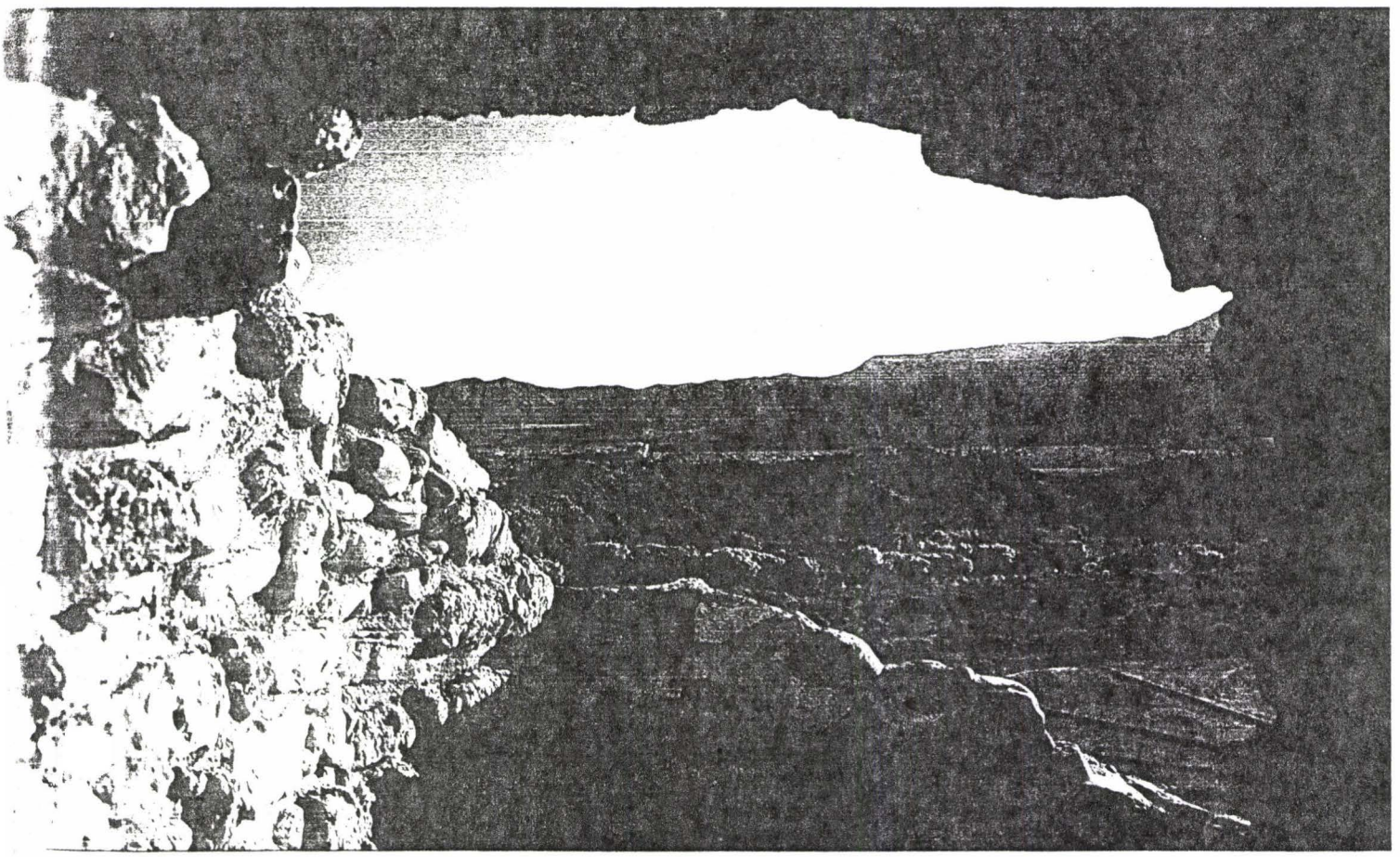
Walking dozens of miles along both sides of the Colorado River in his effort to document ancient trails, Johnson has found hundreds of similar artifacts, as well as trail shrines, prayer circles, dance circles, and more than a thousand ancient home sites called "house circles." He also [illegible] pent innumerable hours talking with local Indians about their myths and legends (see *Arizona Highways*, April 1989).

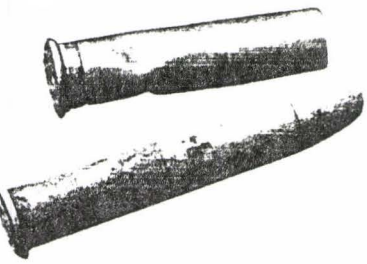
"It was from the Indians that I learned the original purpose of these trails," he explains. "They led north to Spirit Mountain [in the Lake Mead National Recreation Area] — Avikwaame, the place of creation and the home of Mustamho, the creator. And that's what I find so exciting about working with these particular trails. They deal with the things that were important to the ancient people, that helped give them a sense of the present, past, and future and the meaning of life and death."

Much work remains for skilled pathfinders before a definitive picture of Arizona's early Indian trails emerges. But even so, in many cases researchers can speak far more authoritatively about those ancient trails than about the sites of more recent journeys: the travels of Spanish explorers, merchants, priests, and soldiers who rode through Arizona for nearly three centuries, beginning in the 1530s.

"In general, we know that early Spanish travelers followed the old Indian trails, except at points where the trails were impassable to horses," says Charles Polzer, Arizona State Museum curator of ethnohistory. "The problem is, we can't say for sure which trails. True, we have the historical record. But historical interpretation of the documents has completely outstripped any kind of archeological verification. The winds of people's theories have blown these trails all over the map."

Largely because of funding problems,





virtually no archeological work has been done on Spanish trails to date. But in spite of such a significant handicap, many pathfinders continue to piece together what they can of the story of Spanish explorations and travels in Arizona.

Former Secretary of the Interior Stewart Udall, for instance, is only one of many pathfinders outside Arizona interested in the state's historic trails. He has studied numerous Arizona paths, including Coronado's trail, which he believes passed near his boyhood home in St. Johns (see *Arizona Highways*, April 1984 and July 1990).

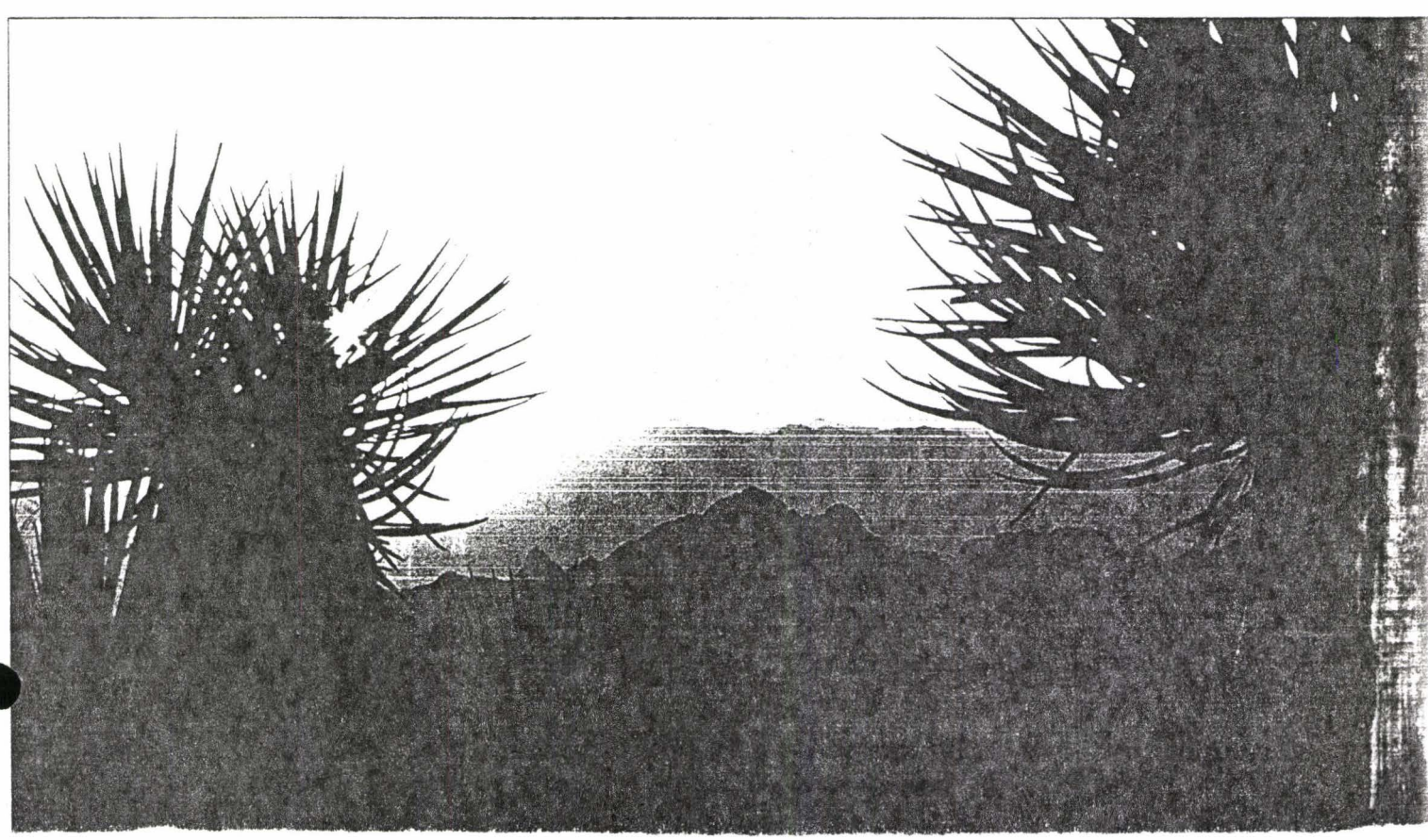
Jim Byrkit, probably the best known pathfinder living in Arizona today, has studied the travels of Antonio de Espejo in 1583 and Marcos Farfán de los Godos in 1598, and has concluded that they and other Spanish travelers passed along a 1,000-year-old Indian route he calls the Palatkwapi Trail, which ran between the Hopi mesas and Jerome.

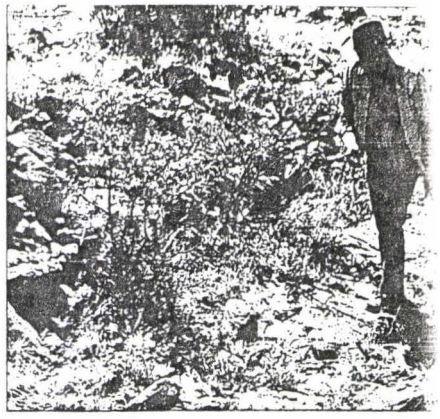
But few living pathfinders have worked more zealously than 81-year-old cartographer Robert Lenon of Patagonia, who has produced more than 10,000 historic and contemporary maps of Arizona. He has studied the 17th- and 18th-century travels of Father Eusebio Francisco Kino so closely that he can boast, only half in jest, "I can pretty much say, Kino camped under yonder bush.

"One big problem for early scholars," observes Lenon, "was that they often didn't have very good maps, and even when they knew the countryside fairly well, occasionally they put those old exploring parties in places where no one would go."

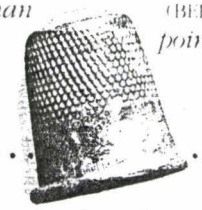
Problems with names and name changes plague those who try to reconstruct the paths of more recent travelers — the Anglo pioneers, miners, soldiers, and adventurers from the eastern United States and Europe who began flocking to Arizona in the mid-1800s. When Byrkit was studying the old road between Flagstaff and Prescott, for instance, he discovered that the water holes now called Pomeroy Tanks aren't the same ones known by that name 120 years ago. And since 1860, Dow Spring, another important stop on the road, has been called Snively's Hole, Snyder's Spring, and Cañon Spring.

In spite of such difficulties, Byrkit and a trio of other Flagstaff-area trailchasers have





(OPPOSITE PAGE) *Along the Beale Wagon road, 19th century travelers might have seen a similar scene looking west toward the Colorado River from Sitgreaves Pass.* (RIGHT) *Jack Smith examines his blaze mark along the Beale Wagon Road in the Kaibab National Forest.* (FAR RIGHT) *Eldon Bowman walks part of the original General Crook Trail.*



(BELOW) *Highview Overlook, the highest point on the General Crook Trail, offers views of the Tonto Basin from the Mogollon Rim.*

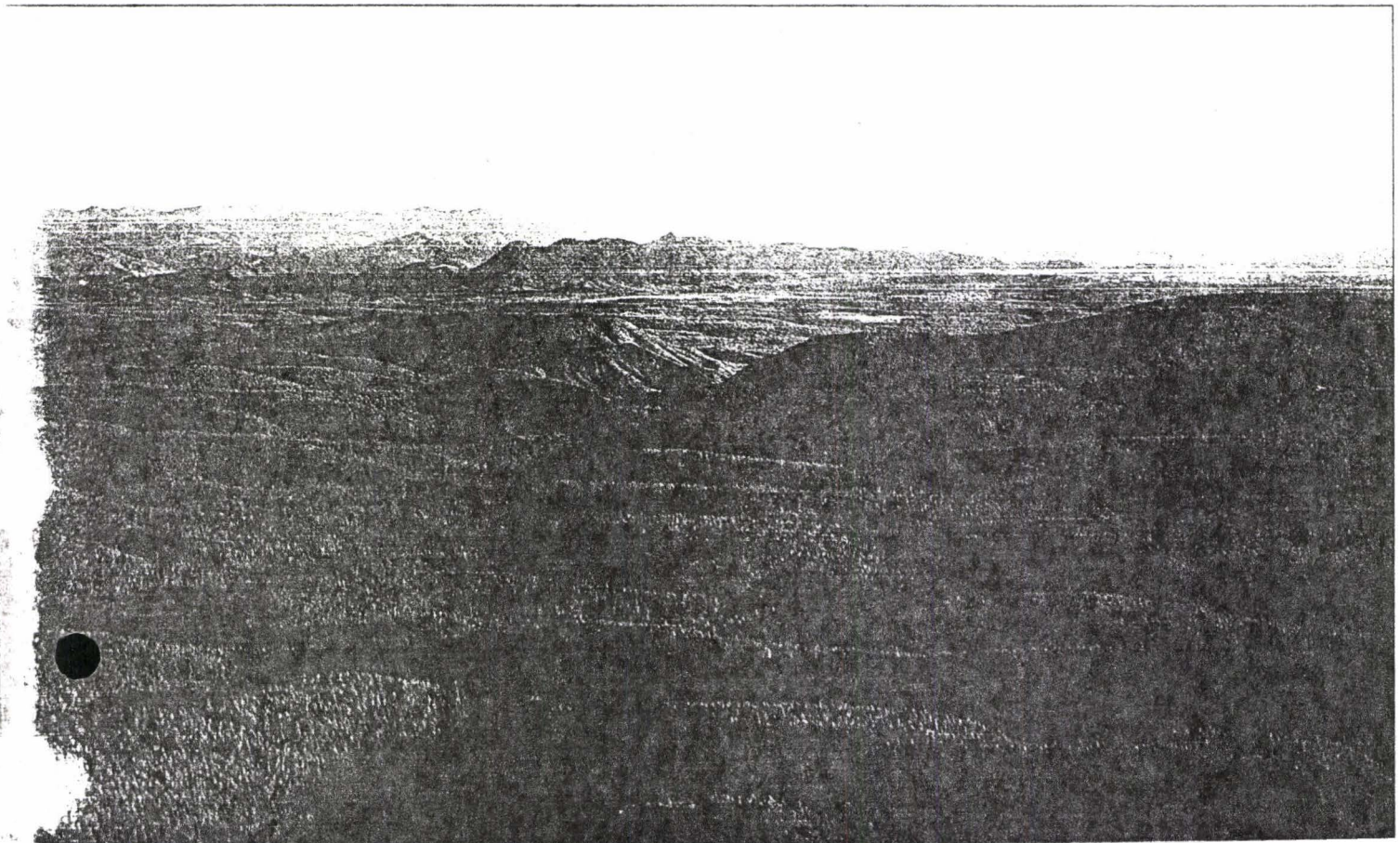
added considerably to our knowledge of the roads and trails of Anglo newcomers of the last century — and to the field of trails scholarship in general.

"One of the biggest challenges I've encountered," observes Byrkit, "is to get other scholars to take trail work seriously. The general attitude seems to be, 'You're not doing real research. You're just having fun.'" He laughs as he bends down to pile another rock on a cairn beneath a pine tree near the original Pomeroy Tanks. "Of course I'm having fun. But that's partly because this is a whole new way of looking at history. It's exciting to find a road I've heard about or read about and have always thought of in the abstract, and then make it concrete. And it's also exciting to be the first scholar in this century who has given a thought to a particular road or trail."

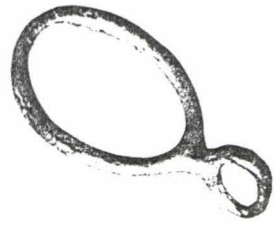
However, Byrkit cautions, sometimes people assume they have proven the site of an early path or road on the basis of far too little evidence. "It's like the emperor's new clothes — people just think the trail is there when it really isn't." In fact, this is part of what makes trails research a scholarly endeavor and not just a pastime for hobbyists. "You can't find a trail without doing your homework," says Byrkit.

Probably no Arizona pathfinder has done more homework on one single trail of the Anglo period than Flagstaff's Jack Smith, who has spent much of the past 15 years tracing the Beale Wagon Road. Built near the 35th parallel across Arizona in the late 1850s under the direction of Lt. Edward Fitzgerald Beale, the road was the first federally funded highway in Arizona. Much of its course followed earlier Indian trails, and it generally ran within 20 miles of modern-day U.S. Route 66 and Interstate Route 40. But neither the later highways nor the ancient trails mark the exact path of the Beale Road, and Smith, who in 1986 changed his legal name to Jack Beale Smith, has made it his life's work to plot the old route precisely. In one recent five-year span, Smith logged 115,000 miles in his four-wheel-drive vehicle, documenting and marking a road that stretched less than 400 miles across Arizona Territory.

Establishing the exact path of an old trail is an art as well as a science, says another Flagstaff-area pathfinder, Eldon Bowman.



(EAR LEFT) *Cartographer Robert Lenon works in the basement of his Patagonia home.*
(LEFT) *Standing in Fort Valley meadow below Leroux Spring, Andy Wallace describes the Sitgreaves party's experiences.*
(BELOW) *Geography and the need for water funneled southern Arizona travelers through this Gila River area near its junction with the Colorado River.*



He spent five years identifying and marking 135 miles of the General Crook Trail between Prescott and Fort Apache. "You have to learn to think like the people who made the trail in the first place," he says. So he tried to imagine himself among the soldiers who carved the road up and down hills and along the Mogollon Rim in the 1870s.

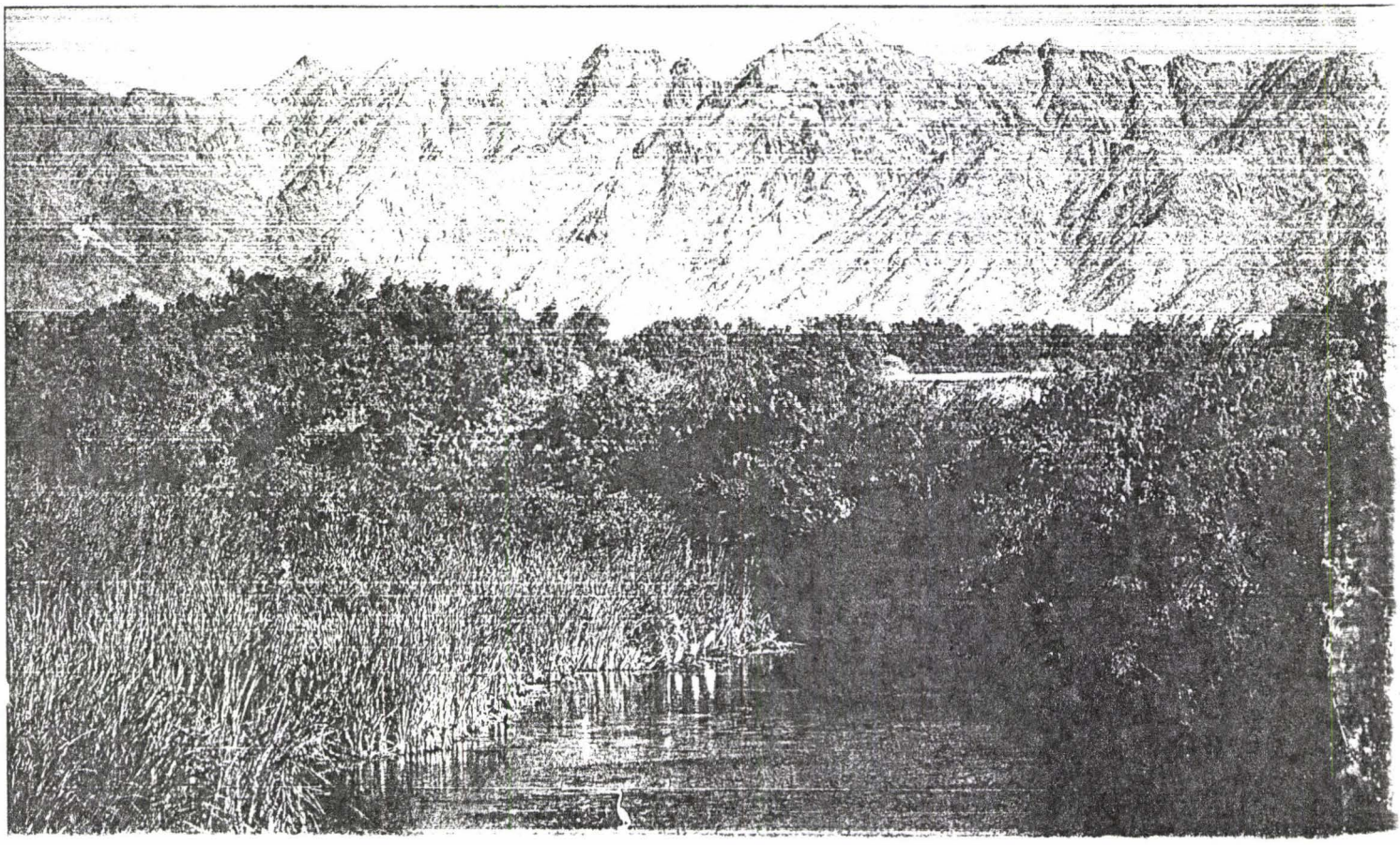
"They were just kids," he says as we walk along the original rocky roadbed near Thirteen Mile Rock. "Most of them hadn't been in the West very long, and many of them hadn't even been in the U.S. very long. I figure they must have been afraid of getting lost because they blazed practically every tree in sight." They generally stuck to the high ground, Bowman learned, and they carved mile-markers on the trunks of huge trees and rocks.

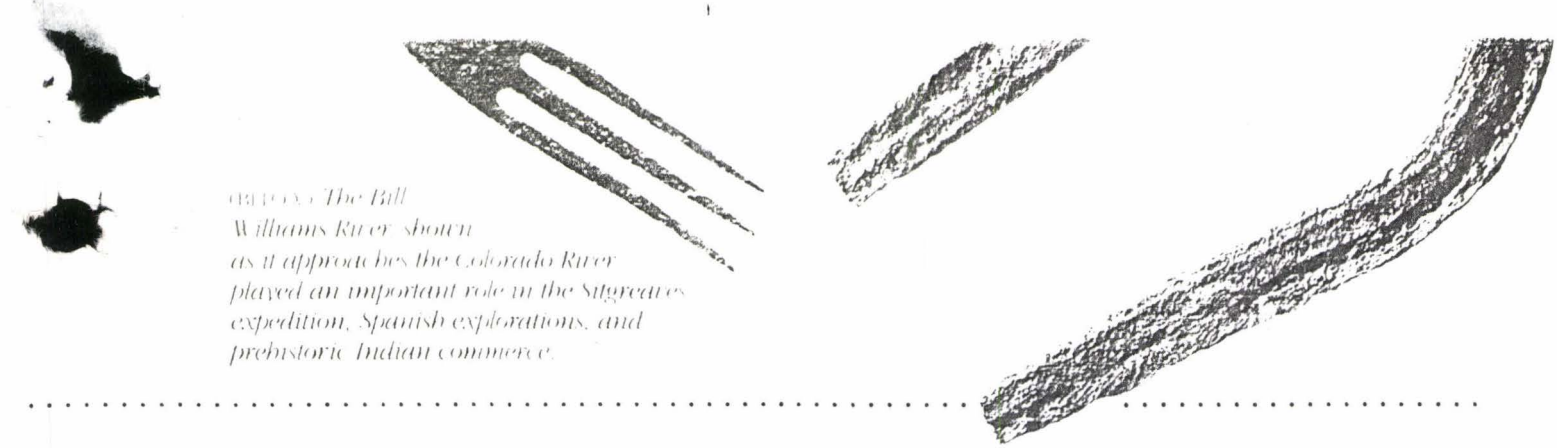
The biggest challenge Bowman encountered as a pathfinder was "convincing people the blasted trail existed in the first place." That accomplished, his next concern was how to mark the trail "indestructibly" for future generations. On horseback, Bowman pounded line-of-sight aluminum V-markers 10 feet above the ground into trees along the trail. But already some of the marked trees have been logged in error, and would-be sharpshooters have used the markers for target practice. "I've seen as many as six high-caliber bullet holes through one V," he reports.

In spite of such frustrations, Arizona's pathfinders dream of finding more trails. Jim Byrkit hopes to establish the paths of the old road from Prescott to La Paz and the cluster of trails commonly called the Gila Trail. Both Jack Beale Smith and Eldon Bowman would like to work on Arizona's first toll road, the Hardy Toll Road, built in the 1860s to transport freight between Hardyville and Prescott.

What keeps confirmed pathfinders coming back for more? Partly, they say, it's the pleasure of spending long hours alone in the outdoors. Partly it's the joy of discovery, the satisfaction of solving a complex puzzle or doing an intricate piece of detective work. But more than anything, it's the excitement of bringing the past into the present, of making history come alive.

Andrew Wallace, a Northern Arizona University history professor who has spent most of his adult life studying the explorations of the Colorado Plateau and is par-





ABOVE: The Bill Williams River, shown as it approaches the Colorado River, played an important role in the Sitgreaves expedition, Spanish explorations, and prehistoric Indian commerce.

icularly noted for his work on the expedition of Capt. Lorenzo Sitgreaves in 1851, knows that excitement. Standing in Fort Valley meadow near Leroux Spring north of Flagstaff, Wallace speaks enthusiastically about the party of 51 men who passed through here 139 years ago.

"They'd been searching for water for days. Sitgreaves had sent Juan de Dios and the other muleteers ahead and told them to fire a shot if they found anything." Sitgreaves was just thinking of abandoning the mules when, as he wrote in his diary, "a shot from one of the Mexicans on the flank inspired us with hope." Juan de Dios had discovered Leroux Spring, and the relieved explorers soon made camp.

Wallace gestures out across the grassy meadow. "Can't you just picture it? They probably set up their big white canvas tents about here. And they must have watered all 120 of their mules over there, and turned the sheep out in the meadow to graze. . . ."

For a moment, while Wallace talks, the years disappear, and the ground on which we stand becomes a bridge to the past.

Selected Reading

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A Guide to the General Crook Trail, by Eldon Bowman. Flagstaff: Museum of Northern Arizona Press and the Boy Scouts of America, 1978.

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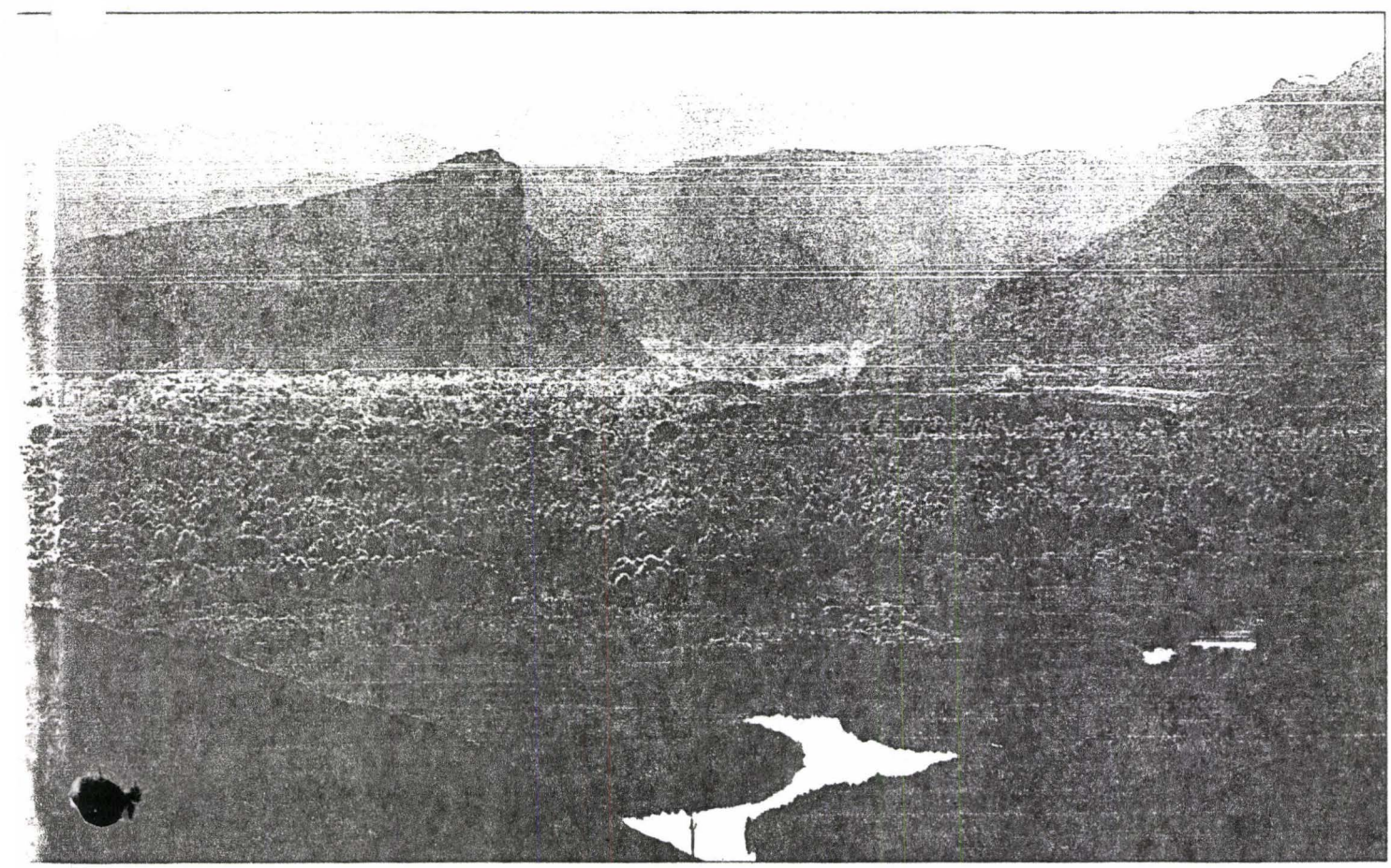
A Guide to the Beale Wagon Road through the Kaibab National Forest, by Jack Beale Smith. Flagstaff: Tales of the Beale Road Publishing Company, no date.

"Across Arizona to the Big Colorado: The Sitgreaves Expedition of 1851," by Andrew Wallace. *Arizona & the West*, Winter 1984, pp. 325-364.

Susan Hazen-Hammond and Eduardo Fuss, a writer-photographer team based in Santa Fe, New Mexico, contributed the story on the Chavez Trail to Arizona Highways *in January, 1990.*